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EMERYVILLE GENERAL PLAN 1993

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City of Emeryville
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GLOSSARY

* (EL) Denotes state-mandated elemen. Abbreviations used:

Land Use (L.U.); Open Space (O. Sp.); Safety (Saf.); Conservation (Cons.)



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INTRODUCTION

The Emeryville General Plan consists of a series of policy statements (in text and map form) regarding the future of the city. It focuses on issues which may be affected, to varying degrees, by actions of the city government.

As its name implies, it is not a specific blueprint of what the city should be. Rather, it attempts to establish a generalized framework to guide city change, looking some 15 years into the future.

While functioning as a guide to development, it is not, in itself, a regulatory device. It is used, however, as the basis for laws which do control development within the city. (State law, in fact, requires that development regulations be based on and be consistent with the plan.)

The document itself is deliberately concise. It is intended to be used as a handy working tool for city officials and as an easy and accessible reference source for the development community and citizens as well. It replaces a 1987 plan whose primary flaw was that it contained an overabundance of information and detail which made it difficult to use. Because of this, a committee of public officials and citizens was formed in July of 1990 to review and amend the document. A public hearing was held in April, 1991 to discuss the review process and solicit community involvement. This plan is the product of that effort. While there are some differences in its policies, it can be viewed primarily as an updated policy summary of the 1987 plan.

The 1987 plan contains the data, analysis and projections which continue to form the basis of the present plan. Equally important, it was written to function as its own environmental document (in conjunction with a final EIR) to satisfy State CEQA requirements. Its environmental review material remains applicable to the present plan. Finally, it remains a valuable background document for persons wishing to understand the genesis of existing policy. For this reason, all the relevant parts of that plan (with the exception of the goals and policies) are re-adopted as an appendix to the present plan.

State planning law dictates, to a large extent, what must be contained in a general plan. It sets forth seven mandatory elements which all cities must address (land use, circulation, housing, open space, conservation, noise and safety). While requiring a legitimate basis of data and analysis for its policy conclusions, the State General Plan guidelines permit the policy portion of the planning process to stand on its own as the adopted general plan. The housing element differs from the other elements in requiring detailed housing and employment data and analysis as part of the plan itself. Because of its length, it remains a separate document (although its goals, policies and programs are repeated here). This document, then (plus the housing element) meets all state requirements. The Table of Contents identifies where the required elements may be found within the plan format.

-CITYWIDE GOALS

1. Provide services and facilities for Emeryville's citizens. Protect public health and safety and improve opportunities for education and cultural entertainment.
2. Encourage a land use pattern in which a variety of uses - residential, commercial and industrial - are intermingled in a compatible fashion, and which minimize potential threats to public health, safety and the environment.
3. Establish a circulation system allowing for the free movement of persons and goods to, from and within the city while avoiding an overaccommodation to vehicles at the expense of land use and pedestrian movement.
4. Improve the quality and livability of the city by seeking development visually sympathetic to its surroundings and urban character.
5. Encourage land uses which strengthen the tax base while respecting the natural, scenic and historic resources of the city.

CHAPTER 5. GOALS, OBJECTIVES, POLICIES AND PROGRAMS

The following goals, objectives, policies and programs are consistent with the other elements of the General Plan.

Goal I. Preserve existing housing stock.

Objective I-A. Promote preservation of existing housing through the Emeryville Housing Rehabilitation Program. Emeryville's Housing Rehabilitation Program will provide funding for 17 projects per year.

Program I-A-1. Increase funding for the Emeryville Housing Rehabilitation Program on a demand basis up to 50% through a combination of Redevelopment and Community Development Block Grant (CDBG) funds.

Program I-A-2. Make all types of rehabilitation loans and grants available to both home owners and landlords. Make major accessibility grants available to home owners, and make seismic retrofit loans and minor repair grants available to landlords.

Program I-A-3. Continue existing marketing and establish new marketing efforts for the Emeryville Housing Rehabilitation Program, directed to landlords and home owners in the historic residential neighborhoods east of Hollis Street and east of San Pablo Avenue.

Objective I-B. Maintain and improve existing housing, especially the historic neighborhoods east of Hollis Street and east of San Pablo Avenue.

Policy I-B-1. Continue the Community Preservation Program to improve maintenance of residences in the historic neighborhoods. Provide rehabilitation program information and conduct code inspections on a case-by-case basis.

Program I-B-2. Continue the "Emeryville Is Proud" award program for well maintained residential and commercial properties.

Objective I-C. Replace affordable housing that must be demolished as part of a City action.

Policy I-C-1. Continue to review aggregate housing demolition and construction in the City each year, and review the overall housing provision plan to confirm that there will be no net loss through demolition of very low, low and moderate income units.

Goal II. Promote a variety of housing types and affordability levels.

Objective II-A. Support development of new housing for very low, low and moderate income households to meet Emeryville's fair share allocation of regional affordable

housing need, as established by the Association of Bay Area Governments. Develop 104 very low income units and 73 low income units using the Redevelopment Agency's Low and Moderate Income Housing Fund and seeking funding for the remaining units. (See Table 11).

Policy II-A-1. Make very low and low income housing a priority for use of the Redevelopment Agency's Low and Moderate Income Housing Fund.

Policy II-A-2. Include some low and very low income housing in Redevelopment Agency assisted development projects whenever feasible.

Program II-A-3. Continue funding for the Vacant Housing Program, which provides first-time home buyer opportunities for low and moderate income households.

Program II-A-4. Expand the First-Time Home Buyers Program to provide 1.5 times buyer's down payment up to 15% of purchase price for low and moderate income households.

Program II-A-5. Leverage State and Federal funding programs to maximize the number of affordable units and/or the number of units available to low and very low income households, whenever possible.

Program II-A-6. Encourage and facilitate the conversion of underutilized industrial sites to mixed-use or residential projects that include low and very low income units.

Objective II-B. Amend the Zoning Ordinance to better facilitate the development of affordable housing, and retain existing affordable housing policies.

Policy II-B-1. Within a year after adoption of this Housing Element, change the regulations for multiple-use projects so that the Planning Commission may choose to exempt residential square footage from the floor area ratio (FAR, ratio of floor area to site area) calculations for a project, with a Conditional Use Permit. The revised regulation could include findings necessary to grant such an exemption, such as transit access or a mechanism to reduce the number of automobiles per unit.

Policy II-B-2. Maintain the Affordable Housing Set-Aside Ordinance, requiring projects with 30 units or more to provide 20% of the units affordable to moderate, low or very low income households.

Policy II-B-3. Continue the affordable housing density bonus, and Group Residential and Group Care as conditionally permitted uses. Within a year after adoption of this Housing Element, list emergency shelter and transitional housing in the definition of Group Residential."

Objective II-C. Encourage a variety of housing types and settings, energy efficiency and water conservation.

Policy II-C-1. Encourage non-traditional group housing, live-work units and housing in multiple-use projects and mixed-use areas.

Policy II-C-2. Encourage residential and live-work development in industrial areas where appropriate.

Policy II-C-3. Encourage energy-efficient, water-conserving construction.

Goal III. Promote housing for special needs groups.

Objective III-A. Support development of affordable housing for single-parent families in transition, people with AIDS, seniors, large families, disabled people, and artists who have very low, low and moderate incomes. Ways to support housing for special needs groups include providing funding and technical assistance for the development of housing and the establishment of cooperatives.

Program III-A-1. Support development of service-enriched transitional housing for single-parent families who have been displaced by economic problems or domestic violence.

Program III-A-2. Support the inclusion of Shelter-Plus-Care units (rent-assisted units for people with mental illness, substance abuse and/or AIDS-related illness) in some multi-unit projects. These units could be combined with other programs, and could be used to meet part of the 20% Affordable Housing Set-Aside requirement.

Program III-A-3. Support development of affordable 3- to 4-bedroom units for large families (families with five or more members) in appropriate projects.

Program III-A-4. Support development of affordable housing for disabled people in small households.

Program III-A-5. Support the development of affordable housing including Shelter-Plus-Care units for people with AIDS-related illness.

Program III-A-6. Support development of affordable assisted-living and independent senior housing.

Program III-A-7. Support development of transitional housing for veterans with physical disabilities, mental disorders and substance abuse problems.

Program III-A-8. Support development of affordable live-work space for artists.

Objective III-B. Support assistance for veterans, teachers and public safety employees in obtaining housing in Emeryville.

Program III-B-1. Support assistance for veterans with physical disabilities, mental disorders and substance abuse problems to live in residential treatment centers, supervised work settings, or transitional or permanent housing.

Program III-B-2. Offer additional home loan assistance to low and moderate income Emery Unified School District teachers, and moderate income Emeryville Police and Fire Department staff. Actively pursue funding to assist with this program.

Goal IV. Promote equal opportunity in housing.

Objective IV-A. Prevent and redress discrimination based on race, color, ancestry, national origin, religion, familial status, sex, marital status, sexual orientation, age, disability or source of income.

Program IV-A-1. Continue to have a contract with Housing Rights or another fair housing counseling organization to provide fair housing counseling, tenant-landlord mediation, public education and legal referrals.

Program IV-A-2. Effectively market the availability of the fair housing counseling service through a variety of means.



East Baybridge Mixed-Income Apartment-to-Condo Complex

Revised Program 6/01

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CHAPTER 6. HOUSING ACTION PROGRAM

Policy or Program	Responsible Department	Funding Source(s)	Year Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Goal I. Preserve existing housing stock.								
Objective I-A. Promote preservation of existing housing through the Emeryville Housing Rehabilitation Program.								
Program I-A-1. Increase funding for the Emeryville Housing Rehabilitation Program by 50% on a demand basis.	Redevelopment Agency	CDBG Agency Housing Fund	2001	48 buildings moderately deteriorated	Goal 24/y Actual 17/y	20 awards per year	\$150,000/y	\$75,000/y
Program I-A-2. Make all rehabilitation loans and grants available to both home owners and landlords.	Redevelopment Agency	CDBG Agency Housing Fund	2003	Both rental and ownership units need work.	Seismic and major repair to home owners only; major accessibility to landlords only.	Seismic and major repair to landlords, major accessibility to home owners	no change in funding	
Program I-A-3. Continue marketing and establish new marketing efforts for the Rehabilitation Program, directed to landlords and home owners in the historic residential neighborhoods east of Hollis Street and east of San Pablo.	Redevelopment Agency	CDBG Agency Housing Fund	2004	Loans and grants have not consistently met goals.	County tables at fairs, and city events.	Mail brochures to owners and follow up with phone calls.	County as part of 25% + 4 days administr. cost	Brochures of staff time
Objective I-B. Maintain and improve existing housing, especially the historic neighborhoods east of Hollis Street and east of San Pablo Avenue.								
Policy I-B-1. Continue the Neighborhood Preservation Task Force to improve maintenance of residences in historic neighborhoods. Provide rehabilitation program information and conduct code inspections case by case.	Council, City Manager, Police, Fire, Building Redevelopment	General Fund- no large expense for any 1 dept.	On-going	A few residential buildings are problems.	Committee is new.	Make the committee permanent; streamline code process; add code staff.	Staff time funded by General Fund	\$30,000 to \$50,000
Program I-B-2. Continue the "Emeryville Is Proud" award program for well maintained residential and commercial properties.	Planning and Building Department	General Fund or donations from local businesses	On-going	Some properties are poorly maintained.	Awards are made twice a year.	Continue program.	Gift certificate + staff time	No increase in annual cost

Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year Begin	Existing Problem	Existing Program/Policy	Proposed Change	Current Funding	Additional Cost
Objective I-C. Replace affordable housing that must be demolished as part of a City action.								
Policy I-C-1. Continue to review demolition and construction each year; review overall housing provision plan to confirm no net loss of very low, low and moderate income housing.	Redevelopment Agency	Agency Housing Fund Federal and State programs	2002	None.	Redevelopment law requires 0.75:1 in 1 year, 1:1 in 4 years.	None.	\$40,000 to \$150,000 per unit subsidy	\$40,000 to \$150,000 per unit subsidy
Goal II. Promote a variety of housing types and affordability levels.								
Objective II-A. Support development of new housing for very low, low and moderate-income households to meet Emeryville's fair share allocation of regional housing need, as established by the Association of Bay Area Governments. (See Tables 11 and 12.)								
Policy II-A-1. Make low and very low income housing a high priority for use of Redevelopment Agency's Low and Moderate Income Housing Fund.	Redevelopment Agency	Agency Housing Fund	2000 new projects	Fund will not cover all needed affordable housing.	Very low, low and moderate income units are funded.	Fund primarily very low and low-income, few moderate-income units.	No consistent subsidy	\$40,000 to \$150,000 per unit subsidy
Policy II-A-2. Include some low and very low income housing in Redevelopment Agency assisted development projects whenever feasible.	Redevelopment Agency	Agency Housing Fund	2000 new projects	Market won't meet this need.	A few assisted projects are all moderate.	Include below-moderate units in projects as much as possible.	No consistent subsidy	\$40,000 to \$150,000 per unit subsidy
Program II-A-3. Continue funding for the Vacant Housing Program, which provides first-time home buyer opportunities for low and moderate income households.	Redevelopment Agency	Agency Housing Fund	2001	Many low income households need help.	11 units in 9 years 1990 - 1998: 1.2 per year	No change.	\$200,000 to \$250,000 per unit	\$210,000 per unit: fully funded by Redevel.

Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Program II-A-4. Expand First-Time Home Buyers Program to provide 1.5 times buyer's down payment up to 15% of purchase price for low and moderate income households.	Redevelopment Agency	State Revenue Bonds	2001	With home prices rising, more moderate income households cannot raise down payment.	50% of down payment up to 10% of price. Most aid is for newer condos.	Deeper subsidy needed to address escalating housing prices.	34 loans in 1999	\$220,000/y
Program II-A-5. Leverage State and Federal funding programs to maximize affordable and/or low and very low income units, whenever possible.	Redevelopment Agency	US HUD State HCD	2003	Housing Fund cannot meet the need alone.	A few projects have little State/Fed \$.	Apply for State or federal funds for each project when possible.		Could reduce costs.
Program II-A-6. Encourage and facilitate conversion of underutilized industrial sites to mixed-use or residential projects that include low and very low income units.	Planning and Building Department, Redevelopment Agency	State and Federal funds, non-profit and private lenders	2001	Conversions do not all include low and very low income units.	Facilitate conversion of underutilized industrial area for residential.	Help developers find funding for low and very low income units.	Housing staff time	Housing staff time
Objective II-B. Revise the Zoning Ordinance to better facilitate the development of affordable housing, and retain existing affordable housing policies.								
Policy II-B-1. Within a year after adoption of the Housing Element, change the multiple-use project regulations so Planning Commission may exempt residential area from floor area ratio with use permit. Regulations could include findings needed to grant exemption, such as transit access or reduced autos.	Planning and Building Department Planning Comm. City Council	Staff time - General Fund	2001 begin, 2002 adopt	Housing sites are limited.	Housing counts as part of FAR in mixed-use projects.	Revise so housing is not counted in Floor Area Ratio, set dwelling units per acre.	None.	Planning staff time
Policy II-B-2. Maintain Affordable Housing Set-Aside Ordinance, requiring projects with 30 units or more to provide 20% of the units affordable to moderate, low or very low income households.	Planning and Building Department Economic Development Department	No action required	On-going	Developers need help meeting Set-Aside.	Ordinance requires affordable housing set-aside.	Maintain existing provision.	None.	No spending required.

Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Policy II-B-3. Continue the affordable housing density bonus, and Group Residential and Group Care as conditionally permitted uses. Within a year after adoption of the Housing Element, specifically list emergency shelter and transitional housing in the definition of Group Residential in the Zoning Ordinance.	Planning and Building Dept.	Staff time - General Fund	2001 begin, 2002 adopt	Zoning Ordinance does not specifically list emergency shelter or transitional housing.	Ordinance allows density bonus, and Group Residential with a Conditional Use Permit.	Specifically list emergency shelter and transitional housing in definition of Group Residential use type.	None.	Planning staff time.

Objective II-C. Encourage a variety of housing types and settings, energy efficiency and water conservation.

Policy II-C-1. Encourage non-traditional group housing, live-work units and housing in multiple-use projects and mixed-use areas.	Planning and Building Dept. Planning Comm.	No additional staff time required	On-going	Housing needs and preferences vary.	General Plan encourages these housing types.	Maintain General Plan policies.	None.	No spending required.
Policy II-C-2. Encourage residential and live-work development in industrial areas where appropriate.	Planning and Building Dept. Planning Comm.	No additional staff time required	On-going	Historically residential land is rare.	General Plan, Zoning Ordinance allow it.	Encourage it in General Plan.	None.	No spending required.
Policy II-C-3. Encourage energy-efficient, water-conserving construction.	Planning and Building Dept. Planning Comm.	No additional staff time required	On-going	Fuel and water are limited.	1992 Housing Element encourages it.	Continue to encourage it in Housing El.	None.	No spending required.

Goal III. Promote housing for special needs groups.**Objective III-A. Support development of affordable housing for single-parent families in transition, people with AIDS, seniors, large families, disabled people, and artists who have very low, low and moderate incomes.**

Program III-A-1. Support development of service-enriched transitional housing for single-parent families who have been displaced by economic problems or domestic violence.	Redevelopment Agency	Agency Housing Fund Federal and State funds	2001	County-wide 10% of this need is met.	Emeryville has not provided this type of housing before.	Issue a request for proposals for a group to develop and run the project.	None	1-2 million for 4 units + service space, per Fremont.
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Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year(s) Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Program III-A-2. Support inclusion of a few Shelter-Plus-Care rent assisted units for people with mental illness, substance abuse or AIDS-related illness in some multi-unit projects.	Redevelopment Agency	McKinney	2002	County-wide need is high.	Emeryville has not provided this type of housing before.	Combine with other programs or include in 20% Set-Aside.	None	\$40,000 to \$150,000 per unit subsidy.
Program III-A-3. Support development of 3-4 bedroom units for large families with low and very low incomes, in appropriate projects, and look for ways to encourage families to move in.	Redevelopment Agency	Agency Housing Fund Tax Credits	2004	Large families have 5 or more members	93 3-BR units were built in 90s	Continue to support family housing.	\$40,000 to \$150,000 per unit subsidy.	\$40,000 to \$150,000 per unit subsidy.
Program III-A-4. Support development of affordable housing for disabled people in small households.	Redevelopment Agency	Agency Housing Fund HUD Sec. 202	2005	About 100 disabled units needed	6 family units were built in 1990s.	Seek out a developer for these units.	No comparable project.	\$40,000 to \$150,000 per unit subsidy.
Program III-A-5. Support the development of affordable housing including Shelter-Plus-Care units for people with AIDS-related illness.	Redevelopment Agency	Agency Housing Fund HOPWA	2006	About 30 units needed	6 units were built in 90s.	Continue to build units for people w. AIDS	\$40,000 to \$150,000 per unit.	\$40,000 to \$150,000 per unit.
Program III-A-6. Support development of affordable assisted-living and independent senior housing.	Redevelopment Agency	Agency Housing Fund HUD Sec. 202 State fund	2003 assisted, 2007 independent	Affordable assisted living is rare. About 65 senior units are needed.	Independent senior housing is under construction.	Issue an RFP for an assisted living project, and help build other units.	Avalon cost \$9.2 million for 67 indep. units.	\$40,000 to \$150,000 per unit subsidy.
Program III-A-7. Support development of transitional housing for veterans with physical disabilities, mental disorders and substance abuse problems.	Redevelopment Agency	U.S. Dept. of Veterans Affairs	2002	25% of disabled men are veterans.	Emeryville has not provided this type of housing before.	Coordinate with Dept. of Veterans Affairs	None	\$40,000 to \$150,000 per unit subsidy.

Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year(s) Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Program III-A-8. Support development of affordable live-work space designed for artists.	Redevelopment Agency	Staff time - RDA	2003	Being priced out, need large units.	Emeryville has not assisted in providing this type of housing before.	Offer technical assistance for development.	None	Housing Staff time.
Objective III-B. Support assistance for veterans, teachers and public safety employees in obtaining housing in Emeryville.								
Program III-B-1. Support assistance for veterans with physical disabilities, mental disorders and substance abuse problems to live in residential treatment centers, supervised work settings or transitional or permanent housing.	Redevelopment Agency	U.S. Dept. of Veterans Affairs	2003	25% of disabled men are veterans.	Emeryville has not provided this type of assistance before.	Coordinate with Dept. of Veterans Affairs	None	\$40,000 to \$150,000 per unit subsidy.
Program III-B-2. Offer additional home loan assistance to low- and moderate-income Emery Unified School District teachers, and moderate income Emeryville Police and Fire Department staff.	Redevelopment Agency	State Extra Credit Prog., Agency Housing Fund	2001	Teachers & public safety employees are priced out of area.	Emeryville has not provided this type of assistance before.	Amend First Time Home Buyers Program guidelines waiving first-time requirement and increasing assistance levels.	None	100% of down payment up to 20% of purchase price.

Goal IV. Promote equal opportunity in housing.

Objective IV-A. Prevent and redress discrimination based on race, color, ancestry, national origin, religion, children, sex, marital status, sexual orientation, physical condition or source of income.

Program IV-A-1. Continue to have a contract with Housing Rights or another fair housing counseling organization to provide counseling, mediation, education and legal referrals.	Redevelopment Agency	CDBG	On-going	Problem increases when market is tight.	Housing Rights Inc. provides mediation and information.	Continue to fund a contract.	\$91,000 contract	None.
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Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year(s) Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Program IV-A-2. Effectively market the availability of the fair housing counseling service through a variety of means.	Redevelopment Agency	CDBG	2001	Problem when market is tight.	City cable access and brochures at zoning counter.	None	Part of contract	None.

ECONOMIC DEVELOPMENT

Objectives

- A. Facilitate the transition of Emeryville into an intensively developed city with a wide range of economic activity, befitting its central location in the Bay Area.
- B. Strengthen the City's tax base by encouraging new economic activity with high tax generation potential.
- C. Encourage the establishment of retail and service activities now absent but desired and needed by the Emeryville residents.
- D. Encourage the establishment of businesses that will employ Emeryville residents.
- E. Seek economic development which could improve the jobs/housing balance of the region.

Policies

- 1. The City encourages the establishment of small businesses and new start up firms to promote economic diversity and job growth.
- 2. The City will undertake steps to implement the San Pablo Avenue Revitalization Plan.
- 3. The City will actively seek the establishment of retail development such as a supermarket, drug store or hardware store to provide for the shopping needs of Emeryville residents.
- 4. The City will encourage businesses to hire Emeryville residents, both to reduce unemployment and to reduce commute distances.
- 5. Businesses displaced by new development will be encouraged to relocate in Emeryville and shall be given assistance to find suitable new locations.
- 6. The City will continue to evaluate the needs, plans and problems of existing Emeryville businesses. It will continue to cooperate with the Chamber of Commerce and the Emeryville Industry Association in such efforts, and use the information developed to assist firms where feasible.

CIRCULATION

Overall Objectives

- A. Provide for the safe, efficient and convenient circulation of people and goods to, from and within the city.
- B. Cooperate with responsible agencies in developing a regional transportation plan.
- C. Provide a circulation system capable of accommodating the land uses and densities proposed in the plan and portrayed on the Land Use Plan (Fig. 1).

Policy

- 1. The map entitled Circulation Plan (Fig. 2) delineates the City's proposed street, pedestrian and bicycle systems.

Freeway System

Objective

- D. Seek Reconfiguration of the freeway system (I-80 Eastshore and I-580 Mac Arthur Freeways) to increase their service to Emeryville users while minimizing any concurrent impacts.

Policies

- 1. The City shall continue to seek a re-design of the Powell Street interchange with I-80 to accommodate all desired traffic movements with a minimum amount of delay.
- 2. Additional land area required for freeway improvements should be kept to a minimum.
- 3. The I-80 frontage road should be maintained as a collector street in order to discourage its use by regional through traffic.
- 4. The City shall continue to work with neighboring cities and responsible agencies to seek a redesign of the Ashby interchange with I-80. Any redesign should accommodate movements to and from Bay Street in both directions.
- 5. Any high occupancy vehicle (HOV) road constructed by Caltrans should have minimal negative impacts and should accommodate public transit serving Emeryville.

5. The City shall seek improved access for Emeryville users to and from I-580 and the Bay Bridge.

Street Systems

Objectives

- E. Undertake and complete the street development and improvement projects portrayed on the Circulation Plan (Fig. 2).
- F. Increase the capacity and efficiency of street intersections where needed.
- G. Provide financing systems under which new development will share in the costs of needed street projects.
- H. Cooperate with Oakland and Berkeley to improve intersections in and around Emeryville that have an important effect on local traffic conditions.

Policies

1. The City will continue a street improvement program and coordinate the improvements with development projects.
2. The City has established and will administer a program imposing developer fees to mitigate the impacts of development projects on the circulation system.
3. The City will require development projects, where appropriate, to assist in the financing of parking, street, pedestrian and bicycle way improvements.
4. The City will consider formation of assessment districts for major improvements to the circulation system.
5. Arterial streets designated on the Circulation Plan should be designed to carry traffic between arterial streets and local streets.
6. Local streets designated on the Circulation Plan should be designed to provide access to immediately adjacent areas. Their design should discourage through traffic.
7. The City will establish ongoing liaison with both Berkeley and Oakland and responsible agencies directed toward joint planning of projects to improve traffic conditions and access to the respective cities.

Parking

Objectives

- I. Balance the advantages of curbside parking with the need to maximize the traffic capacity of arterial streets.
- J. Provide off-street parking to encourage desired development.
- K. Utilize off-street parking to encourage a pedestrian oriented environment.

Policies

- 1. The City shall maintain standards and plans for location and design control of off-street parking facilities.
- 2. The City shall modify its off-street parking requirements for specific projects to accept fewer spaces in exchange for programs that would assure a reduction in parking demand.
- 3. The City shall consider the establishment of parking districts and/or other funding mechanisms to provide and operate parking facilities.
- 4. The City will develop regulations allowing the waiver of off-street parking requirements under appropriate conditions.
- 5. The City shall consider prohibiting or restricting curb parking on arterial streets where such parking reduces the needed capacity of the street.

Transit

Objective

- K. Expand transit services and increase the use of public transit in Emeryville.

Policies

- 1. The City will cooperate with AC Transit to promote expanded service and new passenger amenities in Emeryville. It will explore the extent of financial subsidy necessary, if any, to warrant such improvements.
- 2. The City, in the formulation of a Transportation Systems Management (TSM) program shall place emphasis on public transit alternatives to private passenger vehicles.
- 3. The City will encourage other transportation agencies including Amtrak, BART,

interurban bus companies and airport service companies to plan for increased service to Emeryville.

Pedestrian and Bicycle Corridors

Objectives

- L. Establish a citywide network of interconnected pedestrian and bicycle routes to provide access to the major features, attractions, and activities of the city, thus providing recreational benefits and reducing dependence on automobiles.

Policies

- 1. New Bicycle and pedestrian routes shall be developed in conformity with the Circulation Plan (Fig. 2). This plan designates a comprehensive pedestrian and bicycle network to link activity centers, public facilities and open space areas.
- 2. The design of pedestrian and bicycle routes should minimize potential automobile hazards and avoid heavily trafficked streets. Where feasible, separated grade crossings are proposed to bridge dangerous thoroughfares or rail lines.
- 3. The pedestrian and bicycle systems should be integrated into a regional network.

Transportation Systems Management (TSM)

Objective

- M. Promote a variety of techniques to utilize the existing transportation network more efficiently and to reduce single-occupant automobiles use during peak hours.

Policy

- 1. The City will determine whether it should establish a comprehensive TSM program. It will enact regulations and provide staff to implement such a program if established.
- 2. If comprehensive TSM approaches are not immediately warranted, the City will consider a variety of alternative means to reduce peak hour congestion, including voluntary programs by private industry and reducing of parking requirements for employers who establish trip reduction programs.

PUBLIC FACILITIES AND SERVICES

Objectives

- A. Provide support to maintain and improve the Emeryville school system.
- B. Provide public safety facilities and services in a manner to ensure effective and efficient responses to threats to life and property.
- C. Improve and expand social and recreational services and facilities for all segments of the community.

Policies

Public Buildings

- 1. The City will develop a civic center at Hollis Street and Park Avenue to accommodate most administrative, governmental and cultural requirements of the City. The complex should include compatible activities on a non-governmental nature as well, such as retail uses, and public parking, so that it becomes a major activity center.
- 2. The City intends to upgrade its fire services with improved facilities. In addition to the newly-completed Peninsula station on Powell Street, a station may be located at Hollis Street near 53rd. The Hollis and 63rd Street station may be replaced or upgraded.
- 3. The City will continue to provide for the child development center at its newly-developed 53rd Street facility with increased assistance to Emeryville residents.
- 4. The City will continue to provide services for Emeryville senior citizens on Salem Street and integrate the facility with the newly developed housing project on San Pablo Avenue.
- 5. The City shall continue to provide information to the Emery Unified School District concerning major new development so that the future facility requirements can be anticipated.
- 6. The Ralph Hawley School site on 61st Street should be retained as an educational, recreational, and/or child care facility.
- 7. The City shall ensure accessibility for disabled persons in accordance with the Americans with Disabilities Act of 1990.

Recreation

- 8. The City supports the development of an East Bay Shoreline State Park, intends to participate in its detailed planning and urges early financing for its development.

9. Recreational opportunities shall be provided for all residents, regardless of race, age, economic status, physical disability, or location of residence.
10. The Land Use Plan (Figure 1) illustrates the proposed recreation and open space plan. The open space system should provide for: increased pedestrian accessibility to the Bay shoreline, except in ecologically sensitive areas; local pedestrian and bicycle connections between parks and residential areas of East Emeryville, the Bayfront, and the Peninsula; increased recreational opportunities in older residential areas; restoration of Temescal Creek to its natural state where feasible, with park lands adjoining this corridor; and an integrated open space system so that all residents may reach the major open space areas easily and safely.
1. Small parks and open space areas to serve individual neighborhoods should be developed as opportunities arise.
2. All parks and recreation facilities should be planned as part of an overall system which integrates outdoor open space needs with other public facilities needs. Schools should be used as recreational facilities when not being used by the school. The City will seek school district support for such an arrangement.
3. Parks should be designed for low maintenance. Drought-resistant shrubs and trees should be encouraged in passive recreation areas.
4. The open space/recreation system should provide facilities and sites for environmental education, cultural activities, and community events.
5. Parks shall be designed to give individuals a sense of security and well-being and should invite use and allow surveillance by surrounding residents.

Public Utilities

16. The City will develop a program to monitor and repair/upgrade its water, storm drain and sewer lines. All improvements to the existing lines necessitated by new development shall have committed financing before the project may proceed.
17. In areas where major new development is anticipated, the City will require that the construction of roadway, water, sewer and storm drainage improvements be staged to minimize disruption to new road surfaces.
18. The City will continue to cooperate with East Bay Municipal Utility District efforts to curb infiltration and inflow into the sewer lines.
19. The City will seek to have electrical utilities undergrounded throughout Emeryville. It may require undergrounding in conjunction with new development and will explore

means to accomplish undergrounding elsewhere in the city.

Implementation

1. The City intends to pursue the following specific programs to implement the open space proposals of the plan:
 - a. Exactions: In circumstances where discretionary action by the City is needed to allow development, the requirement of land dedication, fees or public improvements.
 - b. Acquisition: The purchase of needed land by negotiation or by condemnation (eminent domain).
 - c. Tidelands: Active participation in the development of an East Bay Shoreline Park as a State park.

LAND USE

Objectives

- A. Create a major activity center in the Bay Area with new office, commercial and high-tech industries and new housing of all types replacing obsolete, incompatible and low-intensity prior uses.
- B. Create a living and working environment which protects and enhances existing development, while providing new amenities and facilities for an expanded work force and residential population.

Policies

General

- 1. Future land development in Emeryville shall be governed by the Land Use Plan (Figure 1) and the zoning ordinance. The plan map provides a generalized interpretation of the written policies and shows the location and extent of all predominant land uses and their relationships. The zoning ordinance provides specificity on a parcel by parcel basis.
- 2. New development projects shall be at an appropriate density based upon locational considerations, accessibility, and the prevailing character and density of the surrounding development.
- 3. New development shall be at an intensity that, in general, does not exceed the intensities (expressed as floor area ratios) set forth in the Building Intensity diagram (see Figure 7). Zoning regulations may impose further controls such as building height limitations, landscaping, set back and onsite parking requirements.
- 4. The City will monitor the impact of development on its public services. Land use and development proposals which would overload circulation, water supply, wastewater disposal, fire, police, or school systems shall not be approved in the absence of overriding considerations.
- 5. The City recognizes a potential flood hazard resulting from a tsunami (tidal wave) or from the failure of Lake Temescal dam (see Figure 4) and will review the areas subject to such flooding annually, as required by State law.

Residential

6. The bulk of residential development in Emeryville should be of medium density. High density development will be permitted only in selected locations where high density development already exists or can be accommodated in accordance with City policy. The plan defines medium density as consisting of no more than 45 dwelling units per gross acre and a high density as any development exceeding that. Assuming an average household size of 1.7 persons (the present citywide average), 45 dwelling units would house some 77 persons.
7. Infill residential development in established residential areas should respect the prevailing building type in the surrounding areas, so that new development is not incompatible with the area's existing scale and character.
8. The City shall review residential projects to ensure that the housing offers a quality living environment and is compatible with surrounding neighborhood character.

Commercial

9. The Land Use Plan establishes the general locations of commercial activities. They consist of office and general commercial activities ranging from small businesses serving local neighborhoods to regional retail and administrative offices *including hospital medical office buildings and related support facilities*. While both commercial activities will be located throughout the city except in residential districts, and the bulk of offices will be found in mixed-use districts, areas are established where they are to be predominant use. Residential use, in addition to the primary commercial use of properties, is strongly encouraged in these areas.

~~Building intensity for commercial uses shall be controlled by standards established in the zoning regulations. Controls may consist of building height limitations, setback and on-site parking requirements, and any other means such as floor area ratios (FAR: the square footage of a building as a percentage of the square footage of the lot). As a general rule building intensity should not exceed a FAR of 2.0 (the equivalent of a four-story building covering half of its lot).~~

Industrial

10. Large portions of Emeryville remain industrial on the Land Use Plan. A variety of uses from heavy manufacturing to research and development and arts and crafts may function efficiently side by side. In certain locations, residential uses may also be acceptable. The City will take appropriate steps to assure that impacts and potential incompatibilities between such uses are minimized or eliminated.

~~controlled by standards established in the zoning regulations.~~

Open Space

11. The Land Use Plan designates the location of open space within the city. Policies and implementation measures for open space are set forth as Recreation Policies under Public Facilities and Services.

Mixed Use

12. Much of the land susceptible to re-use or redevelopment in Emeryville should be developed in such fashion that a variety of compatible uses will be established on the same site. In the largest of such mixed use projects (in excess of 200,000 square feet) residential uses should be required where feasible.
13. The City encourages the integrated planning of large properties or groups of properties for mixed use development. The City may assist in land assembly, financing and planning of such projects.

Implementation

1. The Emeryville zoning ordinance will be revised and amended as necessary to reflect the policies set forth in the General Plan.
2. The City will exercise its redevelopment powers to implement the policies of the General Plan, including the acquisition of land for re-use, the funding of public improvement projects such as streets and parks and provision of financial assistance to developers and home owners.
3. The City will identify large properties or property groups with high development potential and, where feasible, participate in their development through redevelopment agency powers such as land assembly, planning and financing and selection of a master developer.

COMMUNITY DESIGN

Objectives

- A. Unify Emeryville functionally and visually.
- B. Enhance a distinct image and character for Emeryville consistent with its historical past and regional setting.
- C. Retain the low-to-midrise form of buildings in all parts of the city except in close proximity to existing high rise structures on the Peninsula and Bayfront.
- D. Retain the historic grid street system and provide major organizing elements like city gateways, vehicular corridors, pedestrian-oriented corridors, parks and open space, and focal points such as plazas.
- E. Develop a continuous citywide open space network connected with pedestrian corridors to link residential neighborhoods to employment and commercial districts and to a regional shoreline open space.
- F. Enhance the image and environmental values of the city by a comprehensive landscaping system which ensures balance and continuity between built form and the landscape in all future development.
- G. Improve the experience of pedestrian, cyclist and motorist movement throughout the city.

Policies

Building Form

1. Buildings and the cumulative image they create should reinforce the character and level of activity appropriate to different areas of the city. New buildings should be visually harmonious with the existing development scale and style.
2. The City shall protect the existing character and low-rise scale (no more than 40 feet, generally) of residential areas in the Triangle, North of Powell and South of Powell.
3. Development between 47th Street and Park Avenue should have a continuous street facade, uniform setbacks and interior open spaces. Its visual relationship to the existing brick buildings along Park Avenue should be strengthened through the use of similar building materials and structures of similar height.

4. The San Pablo commercial area should be restored with infill development of buildings that form a continuous street facade, thus reinforcing the prevailing character of the row of shops and services.
5. *"The existing brick buildings along the south side of Park Avenue between San Pablo and Hollis Street and along Both sides of Park Avenue from Hollis Street to the SP Railroad should be retained and restored to preserve and enhance the historic value of the street. The existing continuous street facade along these portions of Park Avenue should be preserved."*
6. The present underdeveloped area along Yerba Buena Avenue should be organized along a grid street system that related to the existing street pattern. The new city blocks may vary in length and accommodate large buildings forming a continuous street facade. North of Yerba Buena Avenue the predominant building height and building materials should be compatible with those along Park Avenue.
7. The rehabilitation of old industrial structures and the addition of new industrial uses should be encouraged in the North of Powell district above 64th Street. Industrial structures located within this area should be permitted to take a form which distinguishes them from the nearby residential area or the mixed use area. Large low-rise industrial buildings should be developed with uniform setbacks. New development should preserve the existing street system and new city block pattern.
8. To reinforce the mid-rise building pattern (no more than 80 feet, generally) in the North and South of Powell districts, the existing brick buildings along Horton Street should be preserved, and large industrial structures, like Westinghouse, ITT Grinnell, and PG&E should be rehabilitated and reused for a mixture of uses and a variety of work spaces and outdoor areas. New buildings should be related to existing structures through the use of compatible building materials and building heights. All buildings should form a continuous street facade along Hollis and Powell Streets.
9. The new building pattern in the Bayfront areas should relate to the new street system, and building scale and orientation should vary according to location in order to protect views.
10. The existing low- to mid-rise building scale in the central portion of the Peninsula should be preserved and extended along the northern side to provide a transition between the high-rise structures and the waterfront. High-rise structures should be confined to the vicinity of the existing concentration. The low-rise building profile should be maintained in the area around the existing marina, where all new uses should be oriented toward the water, and where public access to the waterfront shall be assured.

Cityscape

Key entrance points, or "gateways" to the city shall be enhanced and made more identifiable by special landscaping, paving and other physical improvements.

12. Buildings with lots that front on the I-80 freeway should be set back from the freeway and sufficiently buffered by landscaping, open space or offstreet parking so as to minimize the need for sound barriers. Additionally, views to and from the freeway should be considered in the selection of planting materials.
13. Commercial streets should provide an attractive, safe environment to encourage and support commercial activities.
14. Residential streets should be distinguished from non-residential streets by means of design modification which favor pedestrian use and discourage through traffic.
15. The city's parks and open spaces should be connected by a network of paths and streets which accommodate pedestrians and bicyclists. To the extent possible, this network should avoid arterial streets and be visually distinct from them.
16. The historic industrial-warehouse image found in many parts of Emeryville should be preserved and enhanced through the retention of architecturally significant structures and the addition of architecturally compatible new construction.

Landscape

17. The City will adopt a landscape plan for the entire city which indicates the type of planting materials suitable for Emeryville and appropriate for different categories of streets and open spaces. The plan should include drought resistant plants and outline a water conservation program for them.
18. The City will schedule landscape improvements in its capital improvements program in coordination with street and other public improvement projects. Funds should be allocated for the continuing maintenance of such landscaping in conjunction with the c.i.p.
19. The City will require developers to install landscaping consistent with the landscape plan.
20. The City will develop standards for the landscaping of parking facilities.

Objectives

- H. Create activity centers (mixed land uses integrated with public open space) throughout the city and relate them to the circulation and open space network.

Policies

1. The City will participate in establishing activity centers in key locations throughout the

city and link them to the citywide circulation network with paths and streets which accommodate pedestrians and bicyclists and public transit stops.

Each activity center should become a distinct focal point, encouraging: different mixes of uses such as office, retail, housing, support services; development which serves the functional purpose of the activity center as a whole, rather than the individual buildings; rehabilitation and incorporation of significant old structures; and displays of art.

ENVIRONMENTAL RESOURCES

WATER RESOURCES

Objectives

- A. Enhance the quality of water resources in Emeryville and prevent their contamination.
- B. Encourage and promote water conservation.

Policies

- 1. The City supports efforts of the various public agencies responsible for maintaining and improving water quality in Emeryville.
- 2. Water quality in Temescal Creek should not be degraded since the plan calls for increased public access to the creek as a recreational resource.
- 3. The City supports EBMUD efforts to encourage water conservation.

BIOLOGICAL RESOURCES

Objectives

- A. Preserve the city's biological resources including the ecosystem of the Emeryville Crescent and the San Francisco Bay.
- B. Promote the use of natural areas for educational purposes to the extent that these activities do not conflict with the protection and preservation of wildlife habitat and endangered species in the areas.

Policies

- 1. Wildlife habitat along the Bay shoreline should be preserved and enhanced.
- 2. No Bayfill project shall be undertaken unless it can be shown that the public benefits of any such project far outweigh any environmental damage that might result.
- 3. Public access to the Emeryville Crescent should be controlled to allow regeneration of native vegetation and restoration of wildlife habitat.

AIR QUALITY

Objective

- A. Minimize public health hazards due to air pollution and reduce the generation of air pollutants.

Policies

1. The City supports the efforts of the responsible public agencies to reduce air pollution.
2. The City encourages a variety of alternatives to the use of private motor vehicles, since they are a primary source of air pollution.

ENERGY

Objective

- A. Encourage the use of alternative energy sources and promote energy efficiency and conservation as a means of minimizing the use of non-renewable energy.

Policies

1. The City will support and implement programs providing alternatives to conventional private vehicles.
2. The City will promote energy conservation and the use of renewable energy resources.

CULTURAL AND HISTORIC RESOURCES

Objective

- A. Protect Emeryville's historic and cultural resources and encourage future development to reflect that heritage.

Policies

1. The City will require archeological evaluation of sites with likely archeological resources and require that the development of such sites be monitored during construction; significant findings should be protected or removed.
2. The City supports increased community interest in cultural and historic resources and will

take appropriate actions to preserve such resources.

3. The City strongly endorses the reuse of heritage buildings.

PUBLIC HEALTH AND SAFETY

GEOTECHNICAL HAZARDS

Objective

- A. Reduce potential injury and loss of life and minimize property damage resulting from seismic activity.

Policies

1. Police and fire stations and emergency medical facilities shall be designed or improved to remain functional following the maximum credible earthquake.
2. Utility lines should be placed underground.
3. Legislation requiring that hazardous buildings, such as unreinforced masonry structures, be made safe or demolished will be enforced.
4. The City supports programs which prepare and train citizens to take appropriate actions in an earthquake.

FLOOD HAZARDS

Objective

- A. Protect human life and property from flood hazards while enhancing the visual appearance of Temescal Creek.

Policy

1. Improvements to Temescal Creek should not reduce to its holding capacity or increase erosion.

NOISE

Objectives

- A. Prevent significant increases in noise levels where noise sensitive land uses are located.
- B. Reduce environmental noise where feasible to remedy existing incompatibilities.
- C. Protect occupants of existing and new buildings from exposure to excessive noise.

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9-4-59.10

TABLE 2: NOISE/LAND USE COMPATIBILITY

LAND USE CATEGORY	RECOMMENDED NOISE LEVELS, Ldn (dBA)						
	EXTERIOR RANGE						
	50	55	60	65	70	75	80
Residential:							
Low Density							
Medium to High Density							
Commercial:							
Hotel							
Office							
Restaurant, Retail							
Other							
Industrial:							
Light Industrial							
Custom Manufacturing							
Other							
Public/Quasi-Public							
School, Library, Church,							
Hospital, Theater							
Other							
Open Spaces:							
All Categories							

KEY:



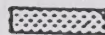
NORMALLY ACCEPTABLE

Specified land use is acceptable, assuming standard building construction.



CONDITIONALLY ACCEPTABLE

Standard building construction is not adequate for specified land use; however, mitigation measures may be easily employed to reduce noise to acceptable levels. An analysis of the measures by a qualified acoustical professional is required, to be approved by the City.



NORMALLY UNACCEPTABLE

The specified land use should be discouraged unless the City finds the project to be in the public interest and a detailed analysis by a qualified acoustical professional shows that specific measures which are to be included in the project would reduce indoor and outdoor noise to acceptable levels. The analysis and attenuation measures must be approved by the City.

Policies

1. The City will require that new land uses generate no incompatible noise. Table 2 sets forth maximum recommended noise levels compatible with different types of land use, based on guidelines of the Office of Noise Control, State Department of Health Services.
2. Legislation should be enacted to prevent excessive or annoying noise.

Implementation

1. Apply the standards of Table 2 in reviewing new projects.
2. Require the installation of noise barriers, where feasible, to protect land uses severely affected by noise (see Figure 4. Future Noise Contours (LDN) and 1985 Measurement Locations).
3. Enforce existing State and Federal noise legislation such as laws regarding vehicle operation and equipment.

HAZARDOUS MATERIALS

Objective

- A. Protect human life and property from the threats presented by improperly managed hazardous materials and wastes.

Policies

1. The City will attempt to identify all contaminated sites within the city and cooperate with the responsible public agencies in the development and implementation of guidelines for their cleanup.

FIRE AND CRIME

Objectives

- A. Protect life and property from crime and fire hazards.
- B. Provide members of the community with a sense of security.

Policies

1. High occupancy or high risk buildings constructed prior to existing codes should be retrofitted to reduce potential earthquake and fire damage.

2. The City shall determine that adequate water supply and pressure are available, and that hydrants and any on-site fire fighting equipment and facilities are provided, before approving any new development.
3. The City will continue to conduct annual fire safety inspections and encourage correction of hazardous conditions such as improper storage of flammable materials.
4. Critical public facilities (e.g. police and fire) shall be designed to remain operative during emergencies such as a major fire or earthquake.
5. The City shall encourage developments which are designed to reduce the opportunities for crime to occur.
6. The City shall promote informational and community-involvement crime and fire prevention programs.

EMERGENCY PREPAREDNESS

Objectives

- A. Minimize potential damage to life, environment and property resulting from natural and man-made emergencies.

Policies

1. An emergency response plan will be maintained and updated as necessary. Figure 6 shows the known extent of potential emergencies and illustrates designated emergency shelters and ordinary evacuation routes.
2. Individual, household and business readiness and self-sufficiency shall be promoted.
3. The City will continue to maintain an Emergency Operations Center for all major emergencies.

HEALTH CARE

Objective

- A. *Provide adequate health care services for Emeryville residents*

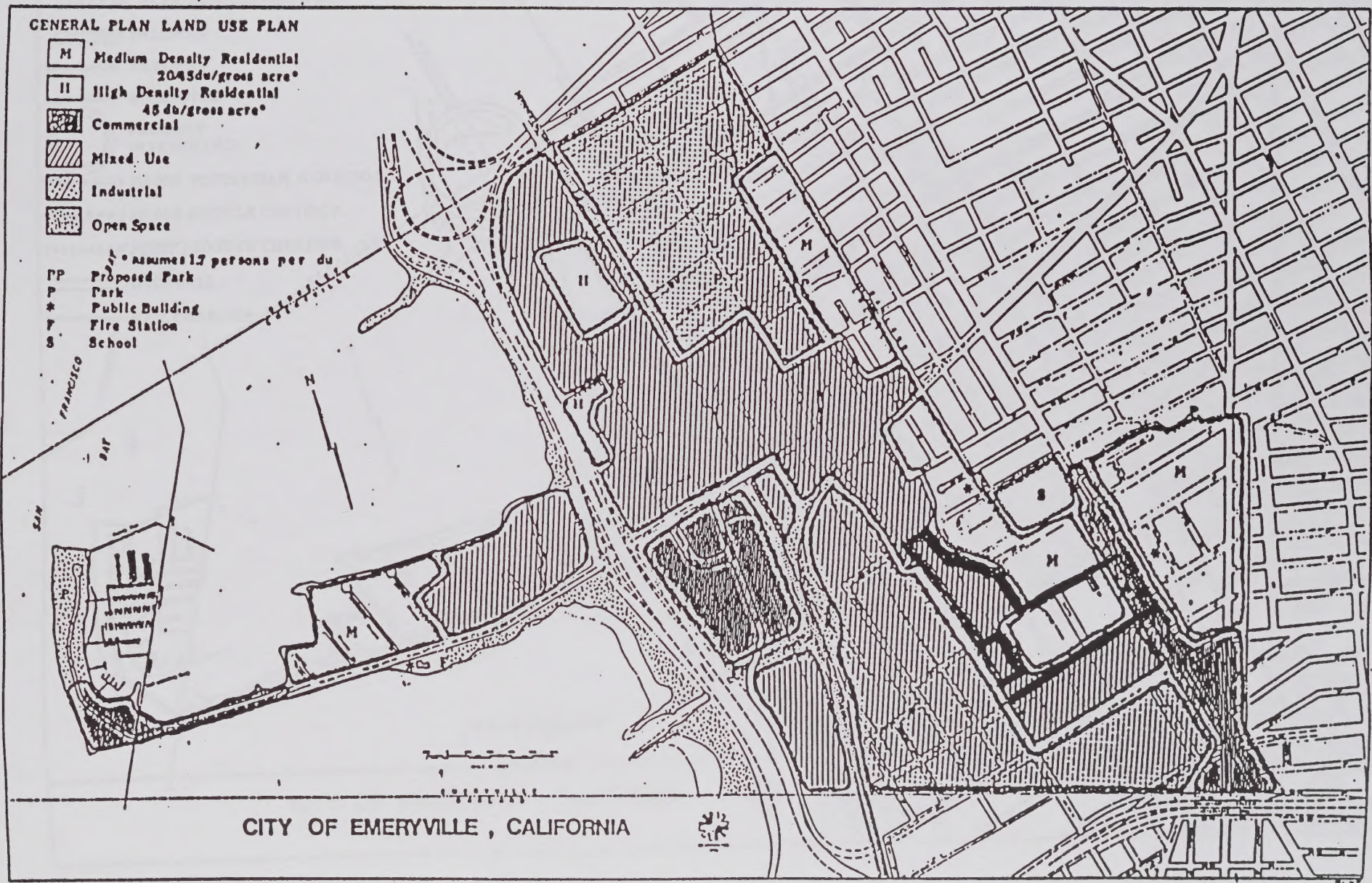
Policies

1. *The City shall encourage the construction of new medical facilities designed to provide health care services to Emeryville and surrounding residents.*
2. *New medical facilities should be encouraged to provide health related services to Emeryville residents including health education, senior related services, emergency care and other such programs and services that benefit the public.*

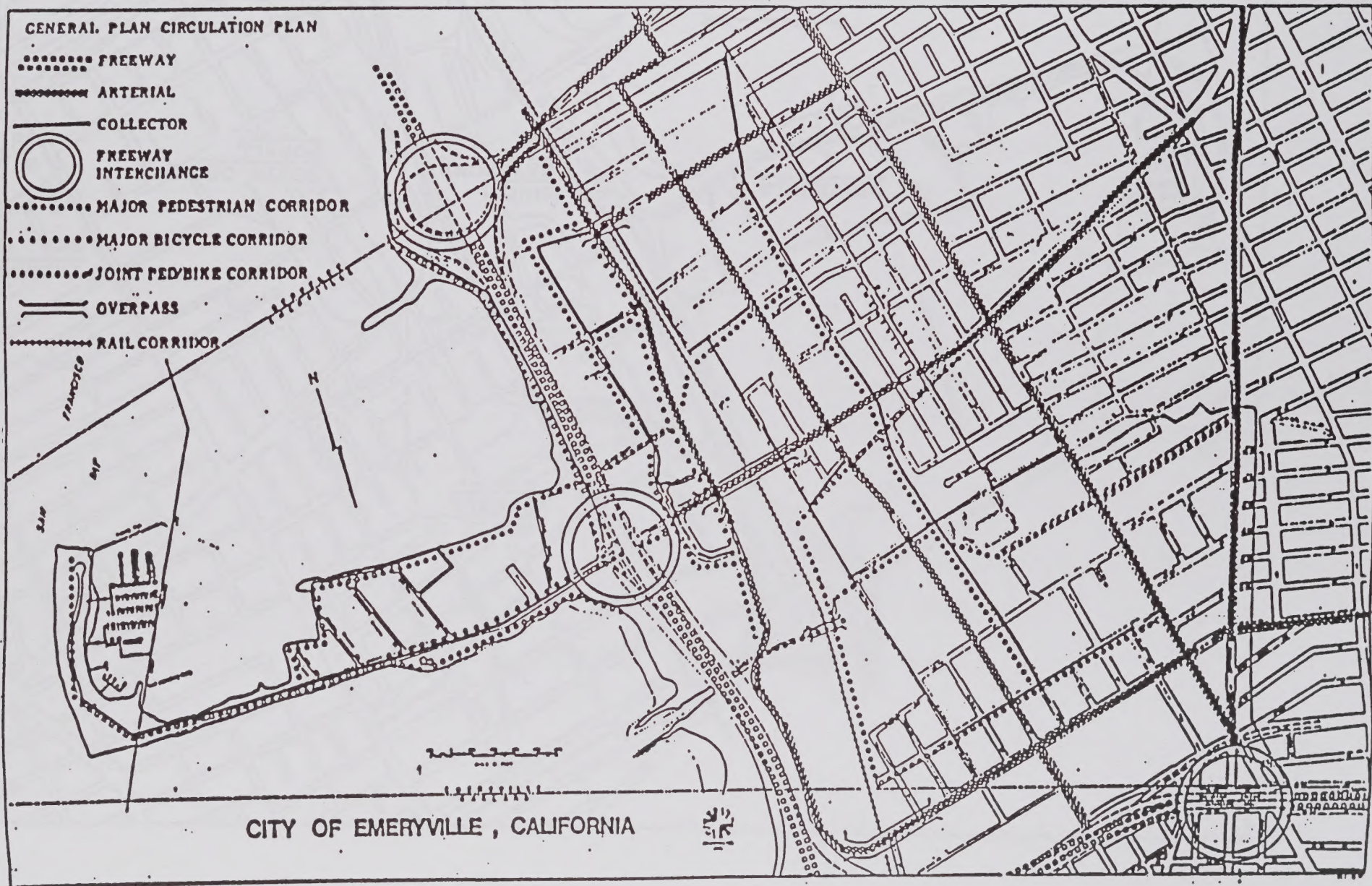
GENERAL PLAN LAND USE PLAN

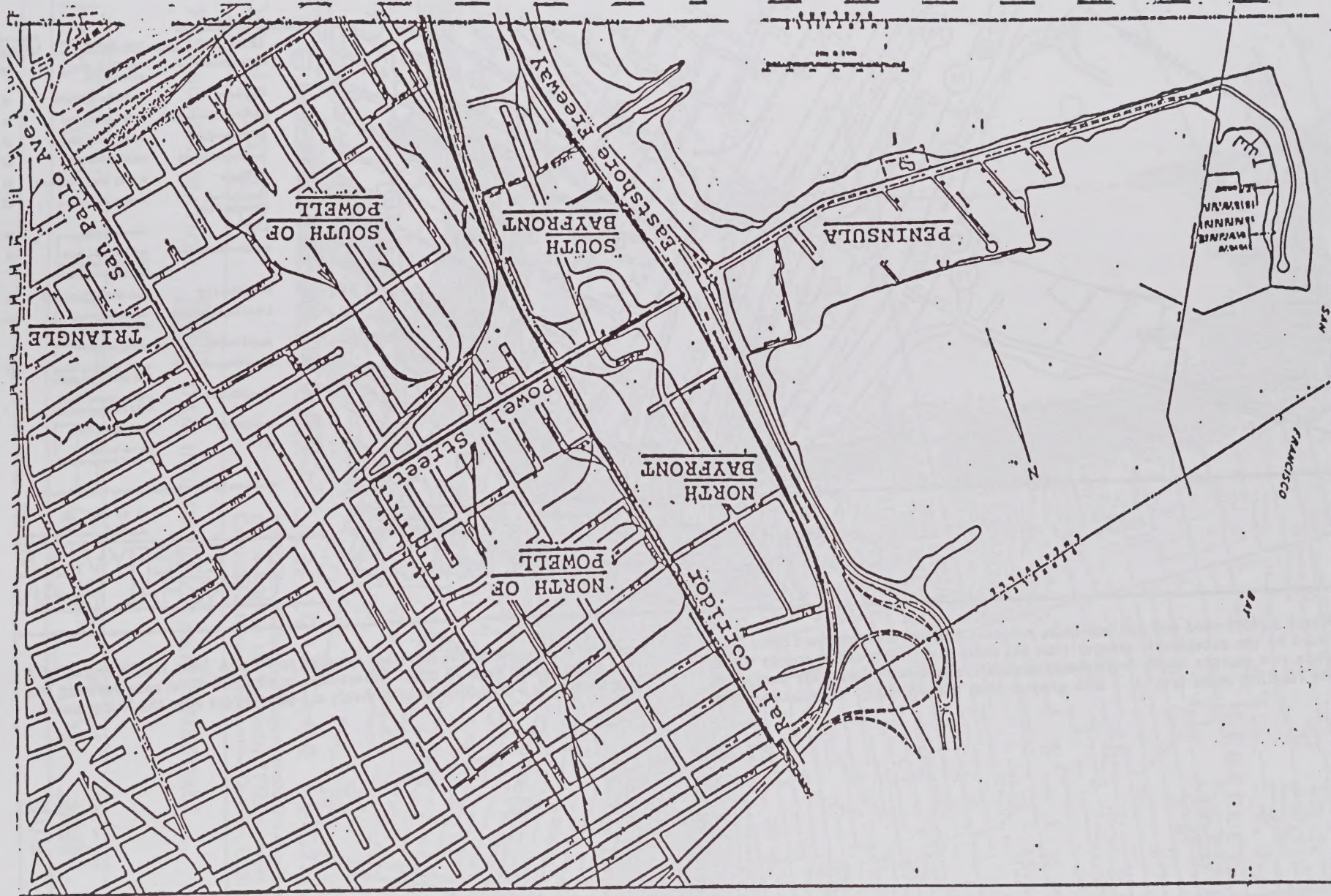
- M Medium Density Residential
20/45 du/gross acre*
- II High Density Residential
45 du/gross acre*
- Commercial
- Mixed Use
- Industrial
- Open Space

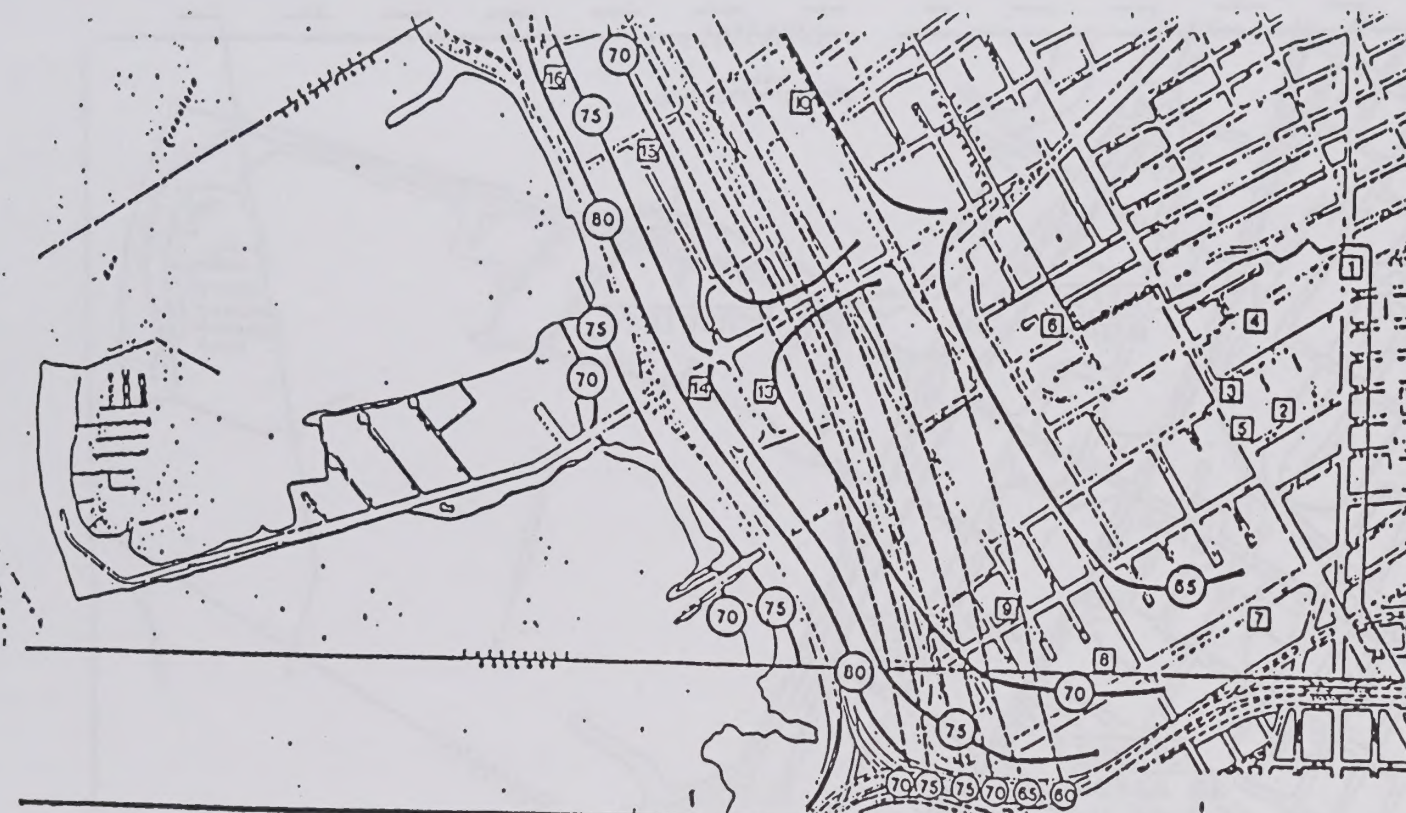
- * Assumes 1.7 persons per du
- PP Proposed Park
 - P Park
 - Public Building
 - Fire Station
 - S School



CITY OF EMERYVILLE, CALIFORNIA

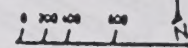






Location	Noise Source	Noise Level (dBA)
1	Wardens Broad Field	Low (50-55) dBA, distant traffic
2	13th/14th	traffic (up to 80 dBA)
3	61st/62nd/63rd	traffic (70-75) dBA
4	61st/62nd/63rd	traffic (70-75) dBA
5	San Francisco Blvd	traffic (70-75) dBA
6	3rd/4th	traffic, school playground
7	Yerkes Avenue/Portico San Pablo	freeway traffic
8	1-80	freeway traffic
9	Portico San Pablo	up to (60 dBA), trucks (80 dBA) traffic, and industrial activity
10	Hollis/13th-14th	truck traffic (70-80 dBA)
11	Liquid Super Industries	traffic, industrial activity (80 dBA)
12	Bay/13th	traffic, railroad
13	Pharm Chemical	traffic (70 dBA), industrial activity (80 dBA)
14	Pharm Chemical	freeway traffic (80-85 dBA), industrial activity
15	64th/65th	traffic (70-75 dBA)
16	1-80	freeway traffic (highest measured sound)

* Sound level may be slightly lower (5-10 dBA) than shown.



EMERYVILLE GENERAL PLAN

Notes: Where surface road and railroad noise contours overlap, the combined noise level heard by the receptor is greater than the noise level from either source alone. When two sources which individually generate equal noise levels are combined, the resulting noise level is 3 dBA greater than the individual noise source. For

example, a receptor in the Bayfront exposed to 70 dBA from traffic and 70 dBA from trains would hear 73 dBA. Where the sound level difference between two noise sources is 5 dBA, the receptor hears a 1 dB increase over the louder sound.

FIGURE 4.



SOURCE: Ritter and Dupre, Maps Showing Areas of Potential Inundation by Tsunamis, 1972; Alameda County Flood Control and Water Conservation District, 1973.

DD HAZARDS

TSUNAMI INUNDATION



DAM INUNDATION (LAKE TEMESCAL)

EMERYVILLE GENERAL PLAN

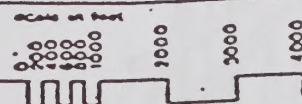
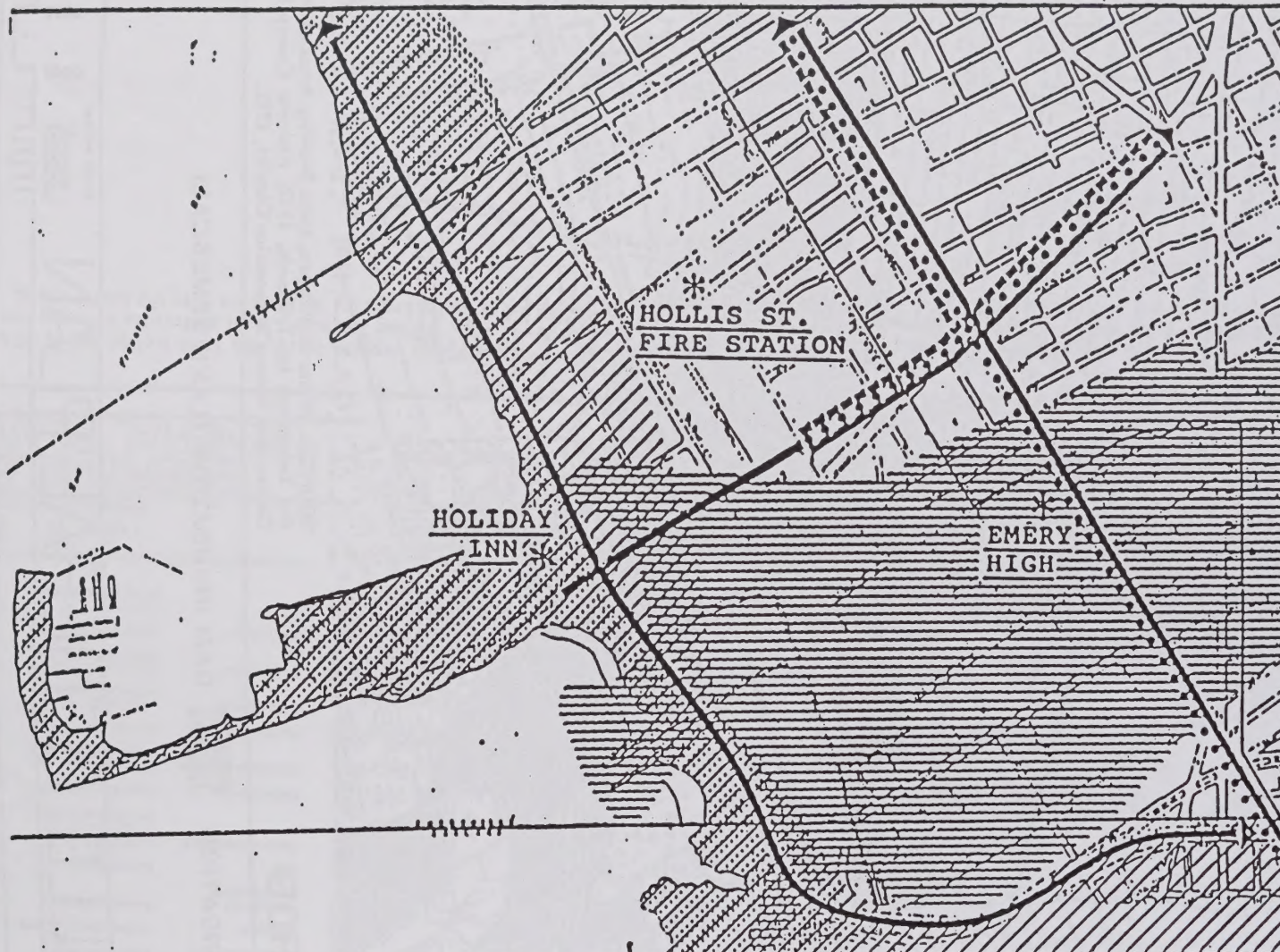


FIGURE 6

EMERGENCY POTENTIAL AND EVACUATION ROUTES



-  AREA SUBJECT TO VIOLENT GROUND SHAKING DURING MAJOR EARTHQUAKE (All other areas in Emeryville subject to very strong ground shaking)
-  APPROXIMATE EXTENT OF WATER INUNDATION FOLLOWING DAM FAILURE AT LAKE TEMESCAL
-  APPROXIMATE AREA OF TSUNAMI INUNDATION (20-foot runup at Golden Gate Bridge)
-  FLOOD INUNDATION EVACUATION ROUTES
-  EARTHQUAKE EVACUATION ROUTES
-  GENERAL EVACUATION ROUTES
-  EMERGENCY SHELTERS

Source: Alameda County Flood Control and Water Conservation District; USGS MF-107, MF-180; SCA.

0 100 200 300
N

EMERYVILLE
GENERAL PLAN

Figure 7.

BUILDING INTENSITY
(Illustrative Only)

MAXIMUM FLOOR AREA RATIO (FAR)

(FAR: The square footage of a building as a percentage of the square footage of a lot.)

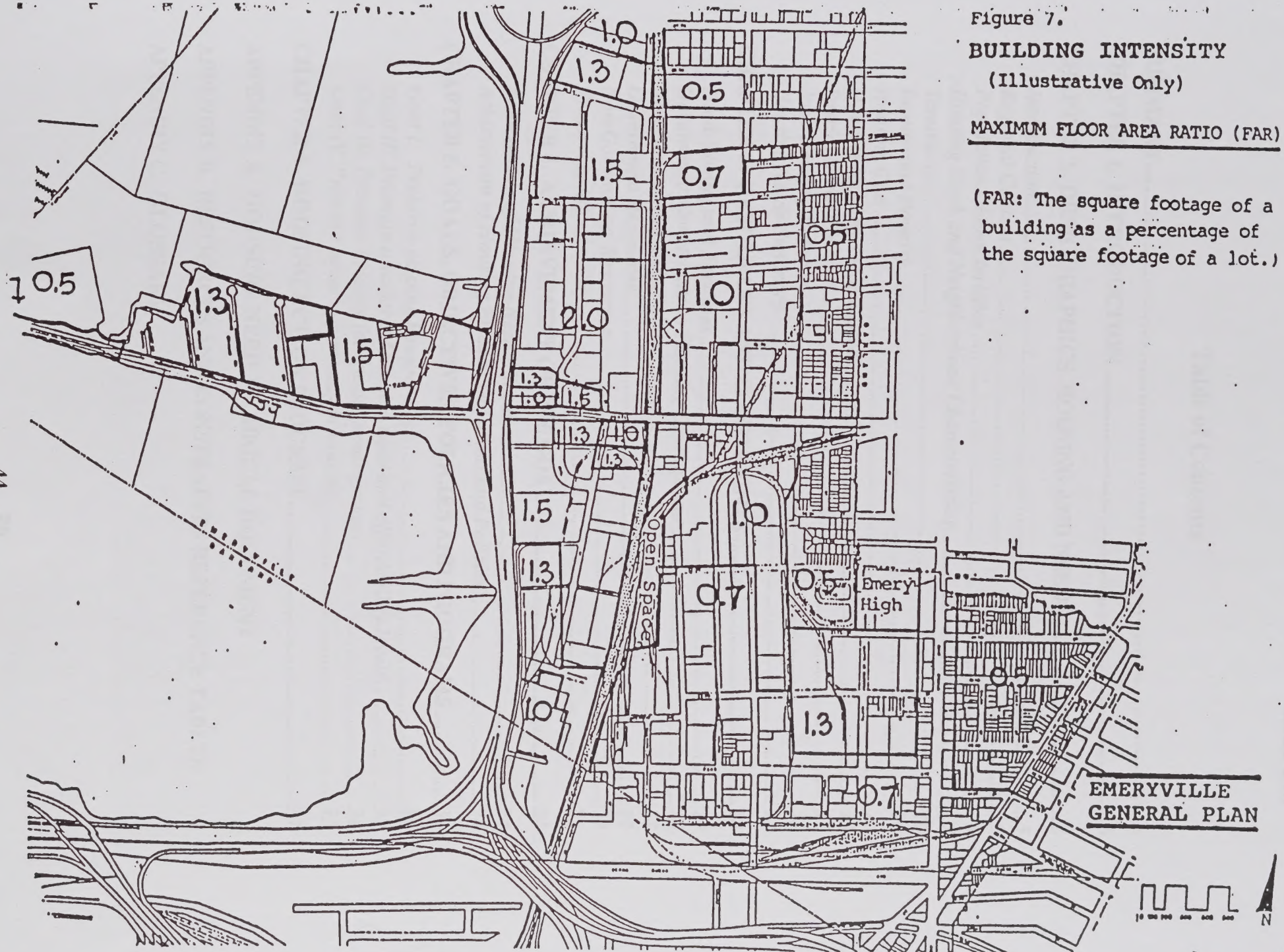




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Houses in the Triangle neighborhood

SUMMARY

The Housing Element of the Emeryville General Plan contains ideas about how the City of Emeryville can help people with housing – apartments, condominiums, and houses. These ideas are included as policies and programs on pages 32-35.

The Housing Committee, Planning Commission and City Council have set four goals in this Housing Element. Those goals include:

- 1) preserving existing housing;
- 2) promoting various housing types and affordability levels;
- 3) promoting housing for special needs groups; and
- 4) promoting equal opportunity in housing.

Actions include:

- helping more people with low and moderate incomes to repair, paint and buy housing;
- encouraging more people to repair their buildings and clean up their yards;
- encouraging improved maintenance of residences in historic neighborhoods;
- continuing an award program for well maintained residential and commercial properties;
- supporting construction of more housing for the following special needs groups:
 - low-income people, especially single parents;
 - battered women;
 - people with mental illness;
 - people with AIDS;
 - large families;
 - disabled people including disabled veterans;
 - people over 65 years of age;
 - and artists;
- helping teachers, police officers and fire fighters buy housing in Emeryville;
- continuing to help low and moderate income first-time home buyers;
- encourage non-traditional group housing, live-work units and housing in mixed-use areas;
- continuing to provide anti-discrimination counseling through Housing Rights, Inc.

This Housing Element of the General Plan also has information about

- population growth (pages 5-6);
- the City's neighborhoods and housing complexes (Map 1 on page 8);
- opportunities for energy conservation (pages 9-10);
- possible housing sites (Map 2 on page 16);
- bus routes and how often buses come (page 15 and pages B-15 - B-18 in Appendix B);
- allowed types of development, housing density and parking (page 18-19);
- zoning, height and intensity maps (Maps B-1, B-2 and B-3 at the end of Appendix B);
- planning and building permit fees (page 19 and page B-2 in Appendix B);
- planning approval and building permit process and times (page 20); and
- building code enforcement (page 20).

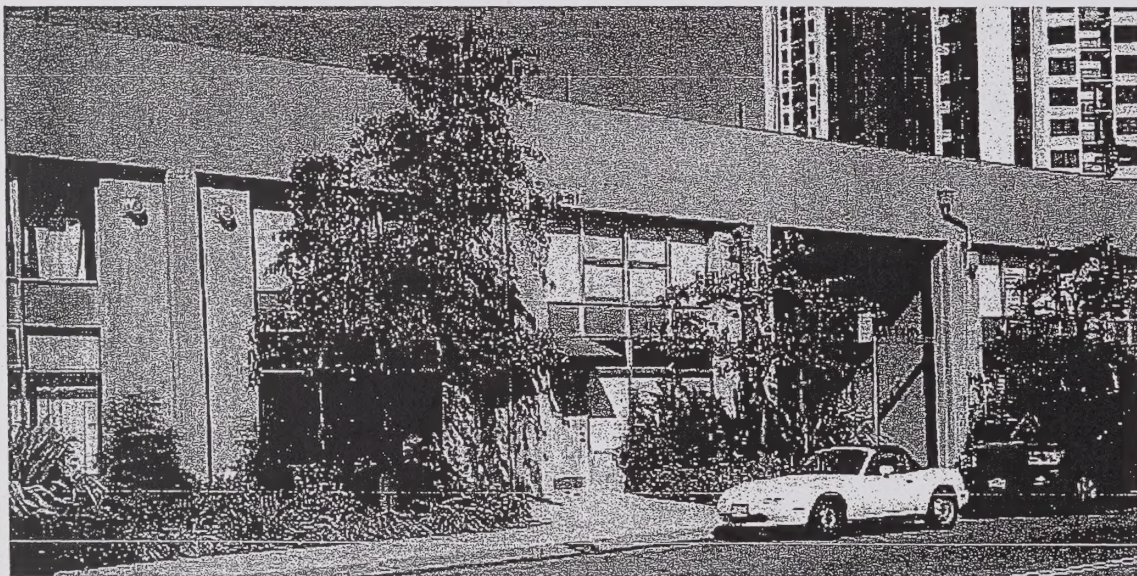
Additional copies of this Housing Element can be found at the following locations:

- Golden Gate Branch Public Library, 5606 San Pablo Avenue, Oakland, CA 94608
- Emeryville City Hall, 1333 Park Avenue, Emeryville, CA 94608
- Kinko's, 5895 Christie Avenue, Emeryville, CA 94608
- Recreation Center, 4300 San Pablo Avenue, Emeryville, CA 94608
- Senior Center, 4321 Salem Street, Emeryville, CA 94608
- Child Development Center, 1220 53rd Street, Emeryville, CA 94608
- Restaurants in Emeryville
- Grocery Stores in Emeryville

CHAPTER 1. INTRODUCTION

The Housing Element is one of the seven State-mandated elements of Emeryville's General Plan. The Emeryville Housing Element was last revised in 1990 and certified in 1992. State law requires housing elements to be updated every five years, but the State has extended the current update deadline to December 31, 2001. This Housing Element represents an update of the 1990 effort, and fulfills the State mandate for planning to meet the housing needs of all economic segments of the community. Throughout the Housing Element, policies and programs have been developed to be consistent with the other elements of the General Plan, and to ensure that housing policy conforms to the overall long-term goals of the Emeryville community.

Review Process. The Emeryville Housing Committee, Planning Commission and City Council have worked with City and State staff to produce the Housing Element of the Emeryville General Plan. You can pick up a copy at the Emeryville City Offices at 1333 Park Avenue, or see one at the Golden Gate Public Library at 5606 San Pablo Avenue. In order to reach residents of the City's historic neighborhoods, copies are being distributed at a variety of public places.



Christie Commons

Legal Context. State requirements for housing elements are more detailed and exacting than for any other General Plan element. In summary, California Government Code sections 65580 through 65589 require that housing elements contain:

- An assessment of housing needs and an inventory of resources and constraints relevant to meeting those needs;
- A statement of the community's goals, quantified objectives, and policies relevant to the maintenance, improvement and development of housing; and
- A program that sets forth a five-year schedule of actions that the local government is undertaking or intends to undertake to implement the policies to achieve the goals and objectives of its housing element.

Outline of Contents. As required by State law, Emeryville's Housing Element identifies residential sites adequate to accommodate a variety of housing types for all income levels, analyzes governmental constraints to housing development and maintenance, and outlines policies to promote housing opportunities for all persons. Following this introduction, the Element includes:

- A description of the community's demographics, housing stock and needs;
- A summary of resources and constraints relating to housing maintenance, improvement, and development;
- An analysis of the progress made towards accomplishment of the goals and objectives set out in the 1992 Housing Element;
- Housing goals, policies and programs for the period from January 1, 1999 through June 30, 2006;
- A five year action plan with quantified objectives;
- An appendix with a detailed technical analysis of existing conditions; and
- An appendix with background details regarding resources and constraints.



Victorians in the North Neighborhood

CHAPTER 2. DEMOGRAPHICS, HOUSING AND NEEDS

Introduction

This analysis updates the demographic profile and housing needs assessment portions of Emeryville's General Plan Housing Element, last revised in 1990 and certified in 1992. The information presented below will provide City officials, citizens, community groups and others with a common frame of reference for evaluating policy alternatives to meeting the housing needs of Emeryville's current and future residents.

Emeryville, perhaps more than any other city in Alameda County, has experienced dramatic demographic and economic changes over the past 10 years. Data from the 1990 census is, thus, significantly outdated with regard to many variables affecting housing need, especially household income. Accordingly, this needs assessment relies on recent indicators of demographic change, utilizing census data to note change over time, to provide a baseline where no recent data are available, and to comply with State law. Complete data from the 1990 census and other sources is incorporated herein as Appendix A - *Housing Need Technical Document*. At the time of writing this document, data from the 2000 Census was only starting to become available and has been incorporated wherever possible into this analysis.

Regional Context

A city of just 1.2 square miles, Emeryville is bordered on the south and east by the City of Oakland, on the north by Berkeley, and on the west by the San Francisco Bay. Like most of the Bay Area, Emeryville has experienced a rapid increase in housing demand in recent years in conjunction with strong economic growth and a limited supply of vacant land. Unlike many former industrial centers, however, Emeryville has been a pioneer in the reuse of industrial brownfield sites for residential and other types of development. Over the past decade, the City has collaborated with the private sector to revitalize many former industrial sites through an innovative set of remediation programs. With active community involvement and support, these programs have effectively eliminated many of the financial and regulatory barriers to reusing brownfield sites for housing or mixed-use developments. In this respect, Emeryville can serve as a model for adjacent communities seeking to increase the supply of land available to meet growing housing needs.

Population Characteristics

Population Growth. Emeryville, like much of the inner urban core of the Bay Area, is experiencing a period of rapid population growth driven by a robust and dynamic economy. As displayed in Table 1 below, over the past decade Emeryville's population has grown by an estimated 19.9 percent from 5,740 residents in 1990 to 6,882 at present. Over the same time frame, the population of Alameda County as a whole has increased by 13.1 percent from 1.27 million to 1.44 million. Over the next five years, ABAG

projects that Emeryville will continue to experience rapid population growth (25.0 percent), while population growth in the County will slow.

Table 1: Population Growth in Emeryville vs. Alameda County 1990-2000

	1990	2000	% Change 1990-2000
Emeryville	5,740	6,882	19.9%
Alameda County	1,276,702	1,443,741	13.1%
Emeryville as % of County	0.4%	0.5%	-
Sources: 1990 & 2000 US Census, STF1A			

Household Growth. At the same time that Emeryville's population has been increasing rapidly, household growth has lagged behind, leading to a slight decrease in average household size between 1990 and 2000. As displayed in Table 2, Emeryville has, on average, much smaller households than the County. This suggests that the City possesses a large number of non-family households, senior households and single parent households relative to Alameda County.

Table 2: Household Growth in Emeryville vs. Alameda County, 1990-2000

	1990	2000	Change 1990-2000
Emeryville			
Households	3,227	3,975	23.2%
Average Household Size	1.78	1.71	-3.9%
Alameda County			
Households	479,518	523,366	9.1%
Average Household Size	2.59	2.71	4.6%
Sources: 1990 & 2000 US Census, STF1A			

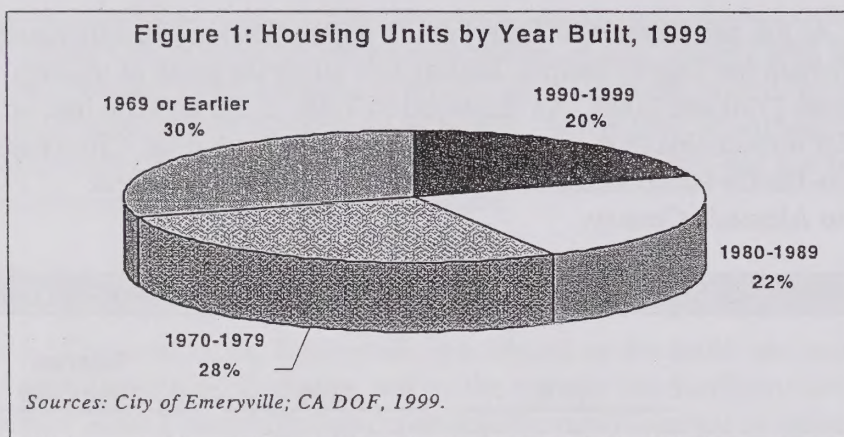
Age Distribution. As would be expected in a city with a low proportion of family households, Emeryville has a slightly higher median age than Alameda County as a whole. In 1990, the City's median age was 34.4 compared to 32.7 countywide. The 2000 Census indicates that the City's median age has continued to increase, and is now 35.2 years.

Race and Ethnicity. Emeryville is a diverse community and growing more so every year. In addition to the historically large white and African-American populations, there is an increasing concentration of Asian Pacific Islander and Other race households in the City.

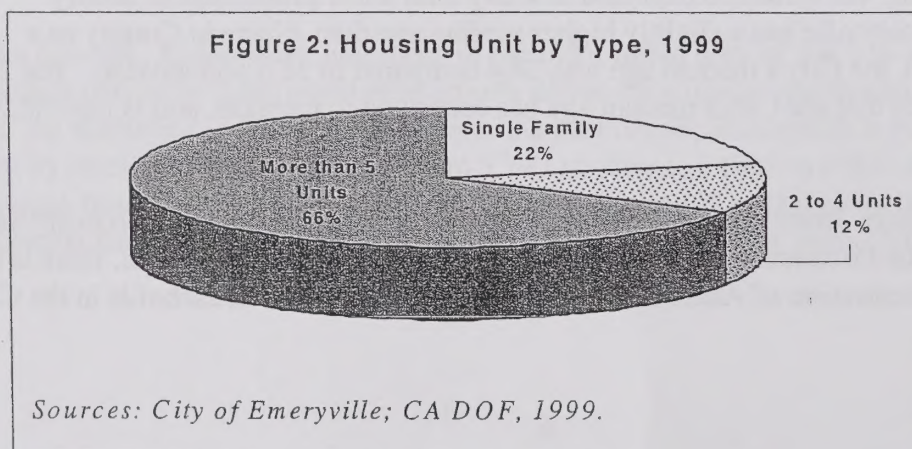
In fact, between the years of 1990 and 2000, White households declined by seven percent and the African-American households declined by four percent, while the Asian Pacific Islander households increased by seven percent and Other races households increased by four percent. This fact is reflected in local school enrollments as well as in recent trends in the City's major housing complexes.

Housing Stock and Neighborhood Characteristics

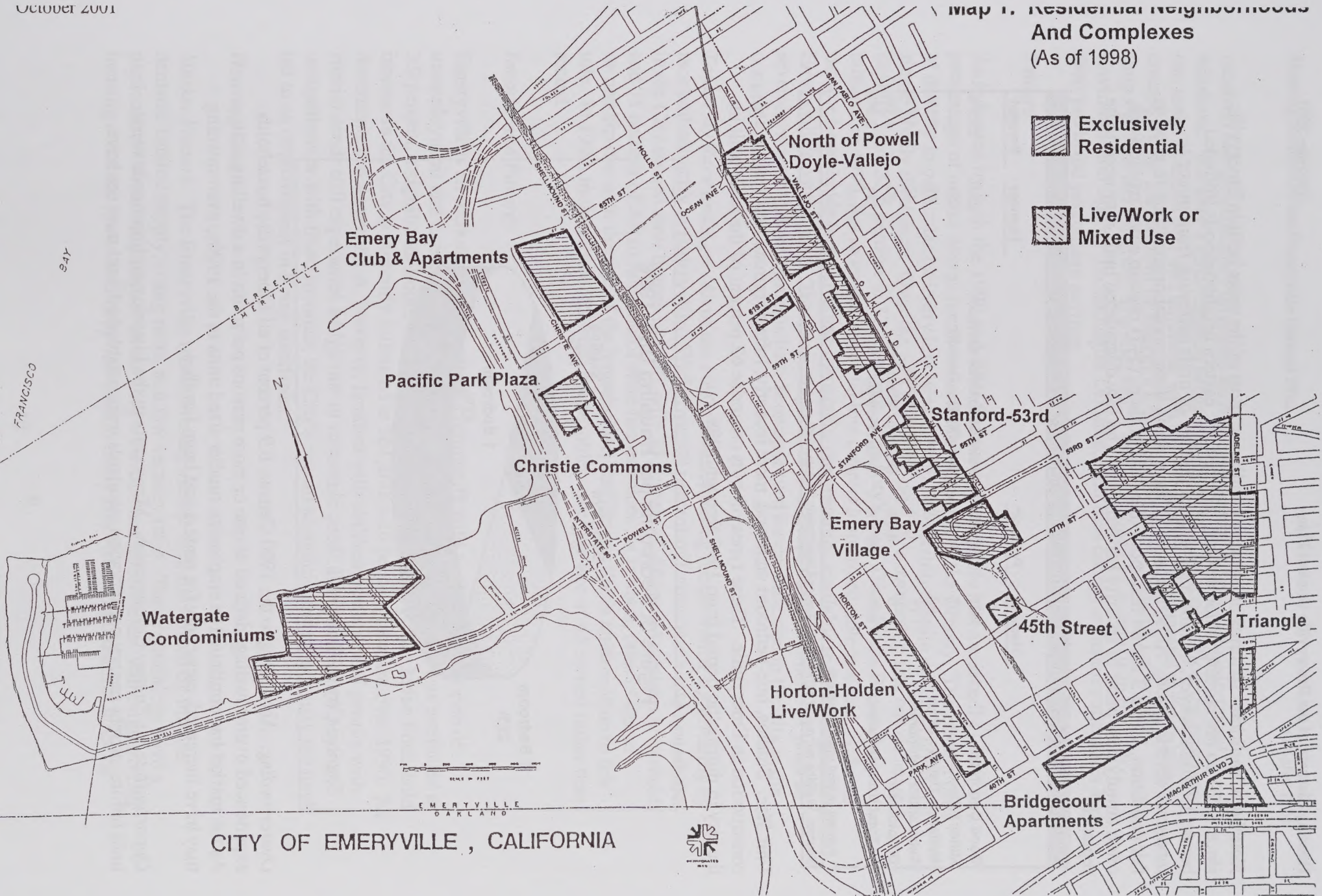
Number of Units and Age. According to the 2000 Census, there were 4,274 housing units in Emeryville. This is an increase of 634 units from the 1990 Census count of 3,640 housing units. Only 30 percent of the housing units in Emeryville were constructed before 1970, making the City's overall housing stock relatively new compared to surrounding jurisdictions in Alameda County.



Housing Type and Density. Prior to 1970, Emeryville's residential areas were characterized largely by single-family homes and small apartment buildings, mainly located in the historic eastern neighborhoods. In the 1970s and early 80s, the City's housing stock grew significantly with the construction of Pacific Park Plaza and the Watergate condominiums. Together, these two complexes comprise 1,830 units, or 46 percent of the City's current housing stock. Today, Emeryville has a variety of housing types from high-rise condominiums, to medium-density mixed use complexes, to live/work lofts. (See map on following page) Emeryville's residential areas are characterized by a relatively large number of multi-family projects, with most of the City's housing stock (66%) concentrated in complexes made up of 5 or more units.



Map 1. Residential Neighborhoods
And Complexes
(As of 1998)



CITY OF EMERYVILLE, CALIFORNIA



Housing Condition. In terms of housing conditions, most of the units built in Emeryville since 1970 do not require major repairs. The historic eastern neighborhoods (founded before 1920), however, include a significant number of units suffering from minor to moderate deterioration. Although most of the units in these neighborhoods are in good to fair condition, Table 3 shows that more than half of them (547) require some repair work, often simply new paint or security bar retrofits. The few dilapidated units may need to be replaced.

Table 3: Housing Condition in Historic Neighborhoods

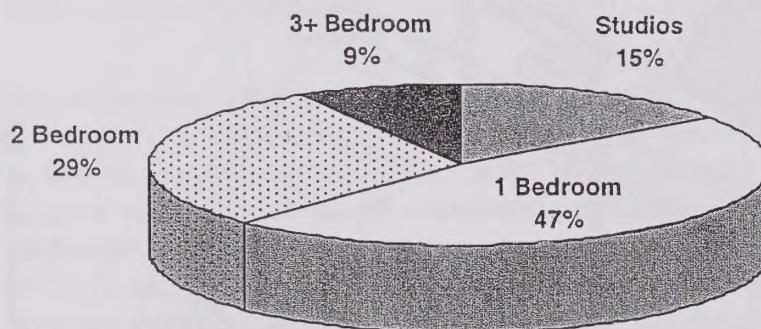
	Number	Percent*		Number	Percent*
Good Condition	431	43.8%	Paint or Exterior Surface	253	25.7%
Minor Deterioration	437	44.5%	Security Bar Retrofit	139	14.1%
Moderate Deterioration	99	10.1%	Roof	89	9.1%
Substantial Deterioration	11	1.1%	Porch or Stairs	42	4.3%
Dilapidated	5	0.5%	Doors or Windows	40	4.1%
Total Units Surveyed	983	100.0%	Trash Pick-up	34	3.5%

* Percent of total units surveyed.

Source: Walking survey by Emeryville Planning Department, August 1999.

Unit Size. Studios, one-bedroom units and, more recently, lofts dominate new residential construction in Emeryville. These types of units comprise 62 percent of the units built in the city in during the period from 1990 through 1998.

Figure 3: Bedrooms per Housing Unit, 1998



Source: City of Emeryville.

Overcrowding. According to the 1990 Census, 6.9 percent of all Emeryville households experienced overcrowding, defined as one or more persons per room in a dwelling unit. As the market has continued to emphasize smaller sized units in the 1990s, overcrowding may have increased, especially for renters and large families.

Opportunities for Energy Conservation. Many units in the historic neighborhoods were built before current energy conservation standards were established, and may not have

received energy-efficiency upgrades such as ceiling insulation and double-paned windows. The City's rehabilitation programs and PG&E's energy efficiency program can assist homeowners and landlords with these upgrades. One helpful website was created by the Department of Energy's Lawrence Berkeley National Laboratory (<http://savepower.lbl.gov>). The site, which was developed by scientists in the Lab's Environmental Energy Technologies Division, identifies energy-efficiency measures and their predicted percentage savings.

Tenure

As indicated by both the 1990 and 2000 Censuses, Emeryville had a markedly low percentage of owner versus renter households compared to the County. The eastern parts of the city in particular had very low rates of home ownership despite the large number of single family dwellings. Over the past ten years, the City's ownership rate has decreased slightly from 37.6 percent to 37.1 percent. The City's First Time Home Buyer Program, initiated in 1990, has extended over 190 low interest loans to eligible low and moderate income households to make home ownership opportunities available to these segments of Emeryville's community. The ownership rate may increase during the next 10 years as several ownership developments have been approved for construction in the city in the coming years.

Tenure by Race and Age. As of the 1990 Census, housing tenure varied significantly by race and ethnicity in Emeryville. While over 40 percent of Latino and white households in the City owned their homes in 1990, only 23 percent of African-American households and 35 percent of Asian households were homeowners. In general, rates of home ownership rise with the age of the householder, and Emeryville is no exception to this rule. In 1990, most households with householders over the age of 45 owned rather than rented.

Income and Poverty

Emeryville is an increasingly prosperous community with a relatively low rate of unemployment and rising household incomes. In 1999, unemployment was estimated at 3.9 percent, a significant improvement over the 1995 rate of 6 percent. Mean household income in the City is currently estimated at \$61,100, a 16 percent increase over 1990. As documented in Appendix A, however, families with children, seniors, and people with special needs still experience a high rate of economic need. For those in low paying occupations or with fixed incomes, the City's overall economic resurgence may not have led to an improvement in living standards.

Housing Cost

Market Factors. The Emeryville rental housing market is characterized by intense demand, limited supply, rising rents, and low vacancy rates. These conditions have a particularly devastating impact on the City's low-income households. Although average housing costs are lower in Emeryville than in many Bay Area communities, housing

affordability remains elusive for a large percentage of low and moderate income Emeryville households. As documented in Appendix A, average monthly rental rates for major apartment complexes in Emeryville range from \$959 for studio units to \$1,715 a month for three bedroom apartments. Housing sale prices are also rising steadily in Emeryville as evidenced by recent trends in loft and condominium sales. Units at the recently completed Emeryville Lofts sold for an average of \$250,000; the highest price recorded was \$595,000 for a penthouse unit.

Cost Burdens. According to the standard definition of excessive housing costs, a household is considered burdened if it is paying more than 30 percent of its monthly income on housing expenses. For higher income households, this percentage is sometimes adjusted to 35 percent. Using these standards, Table 4 presents affordable sale prices and monthly rents for Emeryville households by income level. As displayed, households earning less than the area median income for Alameda County in 1999 would not be able to afford prevailing rental or sale prices in the Emeryville market without dedicating an excessive proportion of household income to housing.

Table 4: Housing Prices & Rents Affordable to a Four Person Household at Various Income Levels

	Upper Income Limit	Upper Limit of: Sales Price*	Monthly Rent
Very Low Income (50% or less of AMI)	\$35,800	\$66,191	\$895
Low Income (51-80% AMI)	\$53,850	\$118,850	\$1,074
Moderate Income (81-120% AMI)	\$85,900	\$272,438	\$1,969

Source: Emeryville Redevelopment Agency Housing Affordability Table; 2001
 * Assumes 15 % down, 7.25 % interest rate, and average homeowners association dues of \$350.

Housing Need by Income Level

Pursuant to State law, in the Bay Area local housing production goals are set by the Association of Bay Area Governments (ABAG). According to the fair share goals, Emeryville will need to produce 777 housing units over the course of the next six years to meet the housing needs of its current and future residents. As displayed in Table 5, a total of 1228 units are completed or approved, representing more than 150 percent of estimated total need over the next fair share period.

Land Use Policy. In order to meet the allocation of very low and low-income units, Emeryville would need to support the construction of an additional 82 very low income and 27 low-income units. The potential sites shown in Table 6 in the next section are zoned for multi-family housing and could accommodate these units. This means the Housing Element is in compliance with state law, which requires each city's land use policies to allow construction of the city's fair share of regional housing need.

Funding. For the time period from 1999–2006, Emeryville's Redevelopment Agency's Low and Moderate Income Housing Fund budget has funding to assist the development of 104 very low income and 73 low income housing units (see Table 11). Emeryville

will seek funding to assist in the development of the remaining 82 very low income and 27 low-income units.

Table 5. ABAG Fair Share Housing Need Goals, 1999-2006

	1999-2006 Need	Completed or Approved*	Funded Units on Potential Sites**	Difference between Need and Funding	Potential Units on Potential Sites***
Very Low Income	178	66	30	-82	86
Low Income	95	68	0	-27	28
Moderate Income	226	153	120	43	36
Above Moderate	278	941	498	1157	498
Total	777	1228	648	1091	648

Sources: ABAG; City of Emeryville, 2001.
 * from Table B-3.
 ** from Table 6. The sites are all zoned for multi-family housing.
 *** from Table 6. This column illustrates how the need could be met within current zoning if funding were available.

Special Needs Groups

In every community there are certain people and households who have special housing needs. In Emeryville, these include the elderly, single parent households, disabled persons including veterans, people with AIDS, homeless people, households receiving public benefits, teachers, public safety employees, and low to moderate-income artists. Described more fully in Appendix A, these groups all face difficulties in terms of both housing suitability and cost. Disabled people and seniors often require significant modifications to their housing units in order to ensure accessibility. For all of the groups listed above, the risk of displacement and homelessness due to a financial or other crisis is a persistent concern.

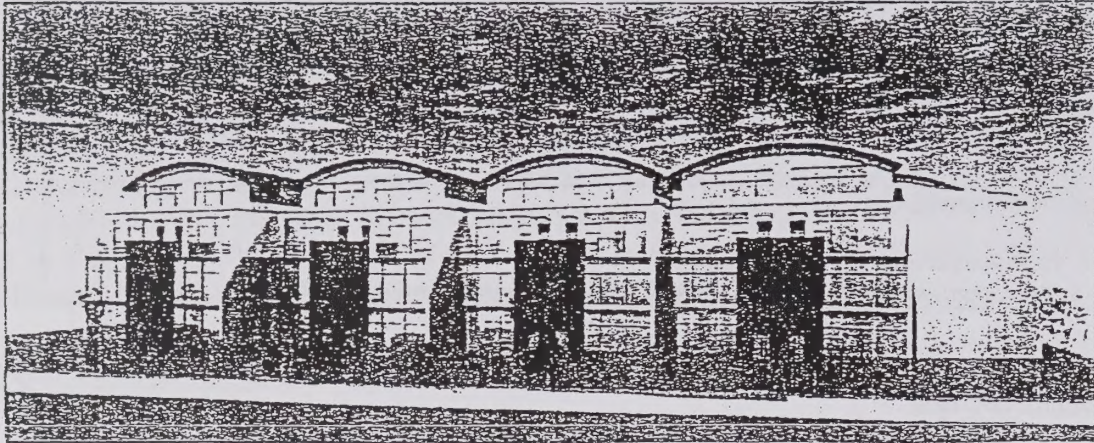
Jobs-Housing Balance

As a major employment center, Emeryville has a high ratio of jobs to housing units – 4.4 jobs per unit compared to 1.4 jobs per unit County-wide. However, Emeryville is rapidly developing housing. Emeryville's employment base has grown by about a third (34%) since 1990, and its population has risen dramatically too (20%).

Housing Needs Summary

As Emeryville makes the transformation from an industrial City to a community at the leading edge of mixed-use infill development, the City's residential areas are undergoing significant changes. The eastern neighborhoods - long stable enclaves of affordable rental and ownership housing - are now increasingly subject to the same rapidly escalating rent and price levels affecting the rest of the Bay Area.

Emeryville is diverse, growing, and increasingly prosperous, but at the same time, seniors, the disabled, and others with constrained resources often face mounting housing costs and limited service or care options. These facts and others suggest that Emeryville faces the challenge of crafting policies that continue to support revitalization, while also preserving the ability of those with limited resources to maintain a place in the community.



Doyle Street Townhomes, proposed new development

CHAPTER 3. RESOURCES AND CONSTRAINTS

Land, Zoning and Facilities

Zoning. New housing could be in multiple-use projects, possibly along with existing businesses currently on the sites. The Zoning Ordinance allows residential uses in all districts except I-G (general industrial), S-M (shoreline management), O-R (outdoor recreation) and P-U (public use). Multiple-use and live-work projects are allowed with a use permit in all districts except S-M and O-R. Projects with more than 200,000 square feet may be required to devote 20% of the floor area to dwelling units. Residential development is allowed in the I-L (light industrial), C-G (general commercial) and M-U (mixed use) zones with a conditional use permit. In the R-M (medium-density residential) and R-H (high-density residential) zones, single-family, townhouse and duplex units are allowed by right, and multi-family and second units are allowed with a use permit. Emeryville has no R-L (low-density residential) zone. Development standards are shown in Tables B-1 and B-2 and on Maps B-1, B-2 and B-3 in Appendix B. Non-regulatory factors combined with height limits tend to limit actual densities to an average of about 40 units per acre, with typical densities varying from about 25 units per acre in residential zones to about 55-70 units per acre in other zones.

Sites. Potential development sites are shown on Map 2 and described in Table 6. Projects that have been completed or approved since January 1999 are shown on Map 2 and described in Table B-3 in Appendix B. There is one vacant, available site on 64th Street in the R-M district. Three vacant R-M sites in the northeast neighborhood, on Beaudry and Vallejo streets, are ready for residential re-use. Commercially zoned sites are available on San Pablo Avenue at 47th, 43rd, 40th and 37th streets and on 36th Street. Other sites could become available in the M-U and R-M districts in the next five to ten years. The housing developed will be multi-family town homes, lofts, apartments or condominiums; land values are too high for single family houses or mobile homes. Emeryville has a strong track record of converting industrial sites to residential uses. Several developers have proposed residential projects on sites requiring substantial clean-up.

Schools. The Emery Unified School District operates Emery High School, Marina Gate Magnet School and Emery Adult School at 1100 47th Street at San Pablo Avenue; Emery Middle School Academy at 1275 61st Street at Doyle Street; Anna Yates Elementary School at 1070 41st Street; and a Healthy Start Family Center. A private school, Pacific Rim School, is located on Doyle Street at Stanford Avenue. These schools are adequate for the current population. Residential and commercial developers pay a school facilities fee based on projected future needs.

Parks. Emeryville has created three parks since 1990: the 61st Street Mini Park, Stanford Avenue Park, and Point Emery Park. The City has also substantially improved the Temescal Creek Park with new landscaping, playground, and musical stage facilities, and a new community mural. The park forms the northern border of the Triangle neighborhood.

There is now an acre of park land for every 1,000 residents. The City has been opting for more private open space inside large residential projects. This provides a convenient, sheltered place for play and relaxation. The City is also working with the Emery Unified School District to open school yards to the public on weekends.

Some of the City's parks are in the neighborhoods, and some are on the shoreline. The 61st Street Mini Park, which has play equipment, is on Doyle Street near three of the potential housing sites. A formal park on Christie Street is next to existing housing and one potential site. Two plazas are planned on Park Avenue, near recent and potential sites of mixed-use projects. Within a quarter-mile walk of the potential sites in the southeastern corner of the city, there are no parks but there is a school with a playground.

Water. Water distribution lines are replaced as needed. The East Bay Municipal Utility District (EBMUD), which supplies water to Emeryville, has had difficulty meeting demand in drought periods, but expanding its supply by accessing the Sacramento River.

Sewers. The city is nearing completion of a 20-year capital improvement program to rehabilitate its sanitary sewers, to reduce infiltration and inflow of storm water into the sanitary sewer system. The program also includes a relief sewer to increase capacity. This work is designed to restore and expand capacity to serve anticipated growth. It follows a study that was prepared for several jurisdictions served by EBMUD. Oakland, which is upstream of Emeryville, has not proceeded on schedule with its portion of the basins that serve Emeryville. EBMUD is increasing its capacity to store and process wet weather flows, by adding storage capacity to its interceptor and treatment plant.

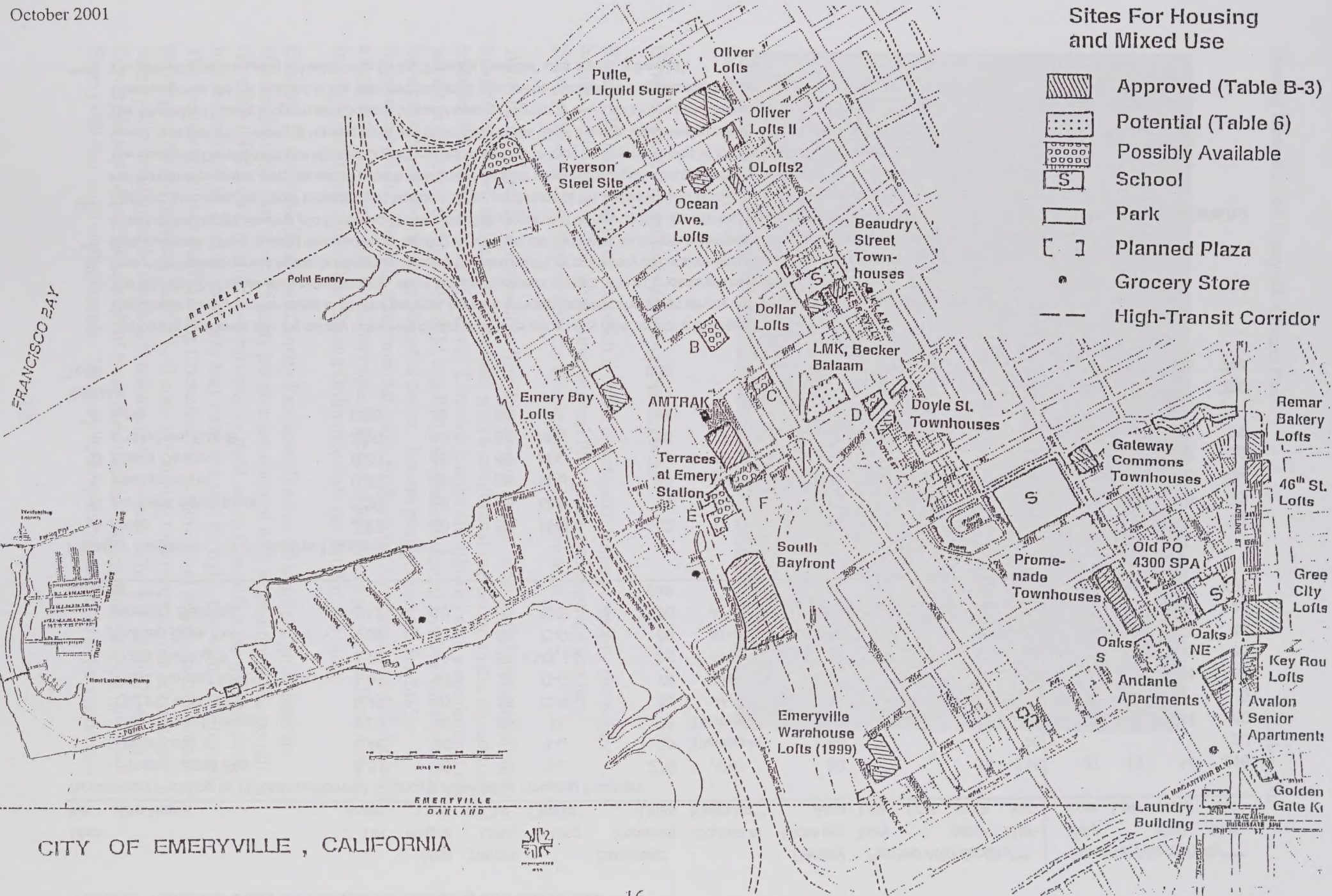
Transit. Three organizations provide transit service into and out of Emeryville. The Emeryville Transportation Management Association, a consortium of employers, residential complexes and the City, funds the Emery-Go-Round. The Emery-Go-Round is a free shuttle connecting the city to the MacArthur BART station. It runs within a quarter-mile of every property in the city. Weekday buses run every 10-15 minutes during commute hours and every 30 minutes midday. Saturday buses run every 30-45 minutes from 10:00 a.m. to 5:30 p.m. A schedule is shown on pages B-15 – B-18.

AC Transit operates four East Bay routes and two transbay bus lines through Emeryville. Every property in Emeryville is within a quarter-mile of at least one AC Transit route. AMTRAK runs 16 daily trains through the Emeryville station, and plans to add more commuter trains. The AMTRAK station and high-transit corridors (streets with multiple bus routes) are shown in Map 2. Every building in Emeryville is within 1,000 feet of a transit line. With a transfer, one can reach AC Transit or BART service from anywhere in the city.

Grocery Stores. Five grocery stores are located in or on the border of Emeryville, as shown in Map 2. A majority of the city's area and all of the identified potential housing sites are within a quarter-mile of a grocery store.

Sites For Housing and Mixed Use

-  Approved (Table B-3)
-  Potential (Table 6)
-  Possibly Available
-  School
-  Park
-  Planned Plaza
-  Grocery Store
-  High-Transit Corridor



CITY OF EMERYVILLE, CALIFORNIA



Table 6. Potential Sites for Re-Use for Housing and Mixed Use

		Map	Height	Estimated		Density	Funded Affordability***				Potential Affordability****					
Map		Lot	Height	Limit	Zoning	Potential	Source of	Units per	Very	Mod-	Mar-	Very	Mod-	Mar-		
No.	Site Name	Acres	Limit	w/CUP	District*	Units	Estimate**	Acre	Low	Low	erate	ket	Low	Low	erate	ket
Application Pending or in Redevelopment Agency's Affordable Housing Program																
	Ryerson Steel Site	4.51	40	55	I-L	270	AHP	60			54	216	27	13	14	216
	Oliver Lofts II	0.46	30		I-L	20	Developer	43				20				20
	LMA, Becker Balaam	1.69	40	55	I-L	75	Developer	44			15	60	7	4	4	60
	Old PO 4300 SPA	0.47	40	55	C-G	30	AHP	63	30				30			0
	Oaks Parking NE by B of A	1.01	40	55	C-G	78	AHP	77			16	62	8	4	4	62
	Oaks Parking S	1.73	40	55	C-G, I-L	85	AHP	49			17	68	8	4	5	68
	Golden Gate Key	1.08	40	55	C-G	60	AHP	55			12	48	6	3	3	48
	Laundry Building	0.42	40	55	C-G	30	AHP	72			6	24			6	24
Subtotal*****						648			30	0	120	498	86	28	36	498
Possibly Available - For Illustrative Purposes Only****																
A	Nady	2.27	40	55	M-U	102	GP	45			20	82	10	5	5	82
B	Heritage Square Lot	1.20	55	80	M-U	54	GP	45			11	43	6	2	3	43
C	Banker Marks	0.67	55	80	M-U	30	GP	45			6	24			6	24
D	Sierra Designs	0.60	55	80	M-U	27	GP	45			5	22			5	22
E	S Bayfront Site B	2.20	40	55	M-U	99	GP	45			20	79	10	5	5	79
F	Apex	0.30	55	80	I-L	14	GP	45				14				
Subtotal						312			0	0	62	250	26	12	24	250
Total						960			30	0	182	748	112	40	60	748

* The Zoning Ordinance sets the density in the R-M district at 20 units per acre by right, 45 with a use permit.

The allowed density in other zones is 45 units per acre, higher in selected locations where high density development exists or can be accommodated.

The M-U and R-M zones allow group housing, which includes homeless shelters, with a Conditional Use Permit.

** Emeryville Redevelopment Agency's Affordable Housing Program (AHP), or preliminary discussions with potential developers, or 45 units per acre as in General Plan.

*** Goal II on page 33 is to support development of housing for very low, low and moderate income households. The Redevelopment Agency has funding for 30 very low income units as well as the Vacant Housing and Scattered Site Rehabilitation programs. The Agency has also committed funding for low income units approved since January 1999 as shown in Table B-3

**** If funding were available, larger projects could include a higher percentage of low and very low income units, as do Bridgecourt Apartments (Table 8, page 24).

For illustrative purposes only, this section shows how Emeryville's fair share of the regional housing need for low and very low income units could be met.

The Economic Development and Housing Department works with low-income housing developers to identify funding; sources are described on pages 21-22.

Goal II is to promote a variety of housing types and affordability levels. Goal II and its implementing policies and programs are on page 33.

The Affordable Housing Program also includes Vacant Housing Program (3 Very Low Income) and Scattered Site Rehabilitation Program (5 Very Low and 5 Low Income) units.

These programs are not included in this table because small sites will be identified as they become available.

***** The 20% affordable housing set-aside units for the "Possibly Available" sites are not in the AHP.



The North Hollis Neighborhood

Government Constraints to Housing Development

Emeryville strives to work successfully with developers, while protecting the public health, safety and welfare, promoting General Plan goals, and assuring that new developments are consistent with the surrounding neighborhoods.

Allowed Uses and Development in Non-Residential Zones. Residential units are allowed by right in the two residential zones, and with a conditional use permit in the mixed-use, commercial and light industrial zone. Live-work units are allowed with a conditional use permit in all zones except O-R, S-M and P-U. Several residential and live-work projects have been developed in non-residential zones. Recent projects include Baybridge Apartments on 36th Street in a commercial zone, Bridgecourt Apartments on 40th Street in a light industrial zone, and the Emeryville Warehouse mixed-use project on Park Avenue in a light industrial zone. The Zoning Ordinance does not limit rental units.

Density. In the R-M (Medium-Density Residential) zone, 20 units per gross acre are allowed by right, and up to 45 units per acre are allowed with a conditional use permit. On a 50x100 foot lot, this means two units by right, up to five with a use permit. Some lots are as small as 25x100 feet; they may have one unit by right, two with a use permit. The use permit allows the Planning Commission to ensure good design and sufficient parking on denser projects. In the R-H zone the Zoning Ordinance allows 45 units per acre by right, and up to 108 with a conditional use permit. The Affordable Housing Density Bonus adds 25% to each of these densities for projects with 30 units or more. Emeryville has no growth controls. The only open space requirement is for residential

units in multiple-use projects of 36 square feet per unit; this requirement can be met by atriums, community rooms, balconies, etc.

The adjacent cities, Oakland and Berkeley, have a wider range of residential densities, reflecting their larger area and more varied terrain. Berkeley has similar and lower densities. Oakland has similar, low and higher densities. Oakland's higher densities are near downtown BART stations. Emeryville does not have a BART station. Berkeley and Oakland have larger setbacks and open space requirements than Emeryville. Unlike Emeryville, they prohibit live/work in industrial districts.

In terms of parking requirements, Emeryville's single-family standard is the same as in some Oakland districts, and higher than in other Oakland districts and Berkeley. This difference reflects Emeryville's lack of BART service within its borders. Requirements for second units are the same in all three cities. For two to ten units, Emeryville is the same in some cases, higher than some Berkeley districts and lower than some Oakland districts. For larger buildings or complexes, Emeryville's requirement is similar to Berkeley's and between Oakland's two standards.

Variety of Housing Forms. The Zoning Ordinance expressly treats factory built homes the same as site built homes, and allows mobile homes with a use permit in residential zones. Emeryville has factory built homes, but land values are too high for mobile home densities. Group Residential and Group Care are conditionally permitted uses in the R-H (high density residential) and M-U (mixed use) zones. Group Care is also a conditionally permitted use in the C-G (general commercial) zone. The Zoning Ordinance defines Group Residential as "The occupancy of living quarters by a group or groups of persons not defined as families on a weekly or longer basis, such as boarding houses and sorority houses." Group Care is defined as "services provided in residential facilities by the Director of the State Department of Social Services to serve seven or more persons.... Typical uses include halfway houses, intermediate care facilities, and senior citizen board and care homes." The City will amend the Zoning Ordinance to specifically list emergency shelters and transitional housing in the definition of Group Residential. A homeless or domestic violence shelter would fall into one of these categories, and the City would allow a shelter in those zones. The Mixed-Use zoning district has no yard requirement. This mixed-use city requires a Conditional Use Permit for most development projects, and the required findings are the same for all uses. These findings focus on compatibility with neighborhood scale, availability of services and infrastructure, provision of a beneficial facility or service, and compliance with the General Plan, Zoning Ordinance and CEQA. Therefore, the review process would not be an unusual constraint to the development of a homeless shelter.

Fees and Exactions. Planning application fees range from \$500 to \$2,000, plus cost recovery for staff time. Other fees include a building permit fee based on project value (1% for first \$50,000, 0.75% for \$50,000 to \$250,000, 0.5% for above \$250,000). Plan check, energy conservation, electrical, plumbing, mechanical, grading and fire permits generally add up to one to three times the building permit fee. The school fee is within the maximum allowed by state law. The traffic improvement fee covers the cost of

improvements made necessary by the project. Sidewalk reconstruction and street trees are required as necessary. The sewer connection fee is \$746 per unit. Developments may also be required to pay an assessment for the recent construction of Shellmound Street. Building permit fees are shown in Table B-2 in Appendix B.

Emeryville's planning and building fees are considerably lower than those of neighboring cities. A 1997 report on development fees by the Public Policy Institute of California noted that typical fees and assessments in Contra Costa County range between \$20,000 to \$30,000 per dwelling unit. In contrast, a standard 1,000 square foot dwelling unit with a construction cost of \$200,000 built in Emeryville would cost approximately \$10,000 in development fees and exactions.

Site Improvements. Because many sites are small and being re-used, improvements consist of upgrading water and sewer lines if needed for more intense use, providing parking and on-site circulation, and placing on-site wires underground.

Toxics Cleanup. Toxic contamination is a major problem on some sites, and could limit the residential use of a few sites. Site characterization, health risk assessment and site remediation can be major development expenses. The Redevelopment Agency has implemented a grant to characterize sites and make information available, and recently received a grant to set up a revolving loan fund for cleanup work. The program is called Capital Incentives for Emeryville's Redevelopment and Remediation (CIERRA).

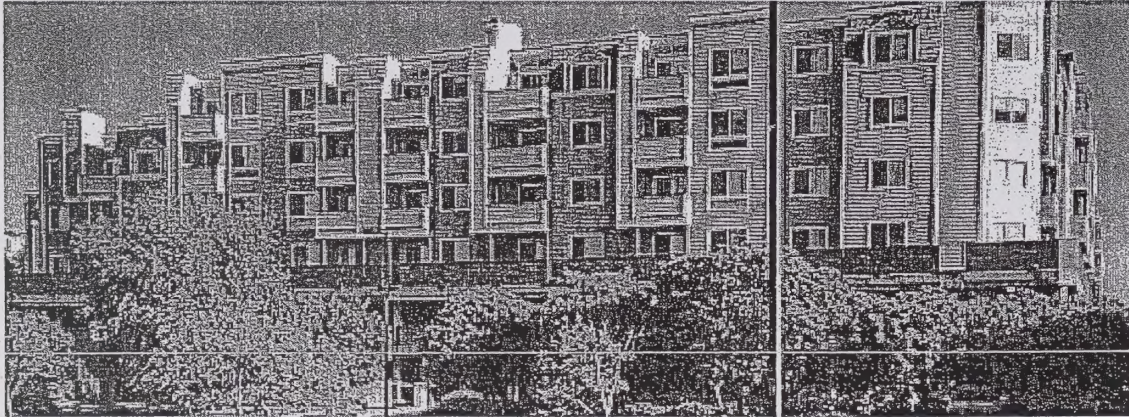
Permit Process. Emeryville's permit process is less time-consuming than that of many East Bay cities. Administrative planning approvals take about three days to three weeks; Planning Commission approvals (use permit, design review, planned unit development, rezoning, sign permit, subdivision) take about two to three months. Appeals to City Council or approval of a Redevelopment Agency agreement may add up to two months. A request for an amendment to the Zoning Ordinance or a General Plan Amendment will like take longer due to required hearings by the Planning Commission and City Council.

Environmental review is concurrent with other aspects of the project approval process. If a project has no significant impacts or the impacts can all be mitigated to a less-than-significant level, an Initial Study and Mitigated Negative Declaration is adequate. This process usually takes two to three months. If the project would have unavoidable significant impacts, it requires an Environmental Impact Report, which can take four to six months.

Building permits and the related reviews (plan, energy, electrical, plumbing, mechanical, fire) are processed together. For a mid-size, uncomplicated project with complete drawings and other submittal requirements, it generally takes about six weeks to produce first comments and two to three weeks to respond to the developer's response, for a total of two to three months. Larger, more complex projects can take several additional months to receive building permits.

Incentives. Emeryville offers a density bonus, help in finding financial assistance, and in some cases redevelopment bond funding, to help developers increase the amount of affordable housing in their development projects.

Building Code and Enforcement. The City uses the State Uniform Building Code with no local amendments. Building inspectors respond to complaints, issuing notices of violations and informing property owners about rehabilitation programs. Building owners are given a reasonable period of time to correct code violations, and the buildings are re-inspected. If violations are not corrected, the owners can be cited or nuisance abatement proceedings can be initiated.



Emery Bay Club and Apartments

Non-Government Constraints

Costs. The cost to develop affordable housing varies from site to site and may increase or decrease depending on project size, funding sources, developer capacity, and the level of amenities or social services being provided in the development. The cost of land and construction has greatly escalated in recent years, particularly in the Bay Area, making affordable housing development, like market rate development, very expensive. Land values range from \$20 to \$60 per square foot, plus relocation. Construction costs range from \$80 to \$240 per square foot. The total cost to develop affordable housing (land, predevelopment, financing and construction) is generally between \$150,000 and \$250,000 per unit.

Government Resources

Financing. Several funding sources are available at the federal, state and local levels to assist in the development of affordable housing, although the demand for these resources often outweighs the supply. At the federal level, the US Department of Housing and Urban Development (HUD) oversees many programs, including the Community Development Block Grant (CDBG), the HOME Investment Partnership Program, Section 811 for housing for disabled persons, Section 202 for senior housing, and the McKinney Homeless Assistance Act's Support Housing Program and Shelter Plus Care Program. Alameda County Housing and Community Development Department (HCD) is the conduit for the CDBG, HOME and McKinney Programs on behalf of the City of

Emeryville. In the past, Emeryville has been very successful in developing affordable housing by leveraging its Redevelopment Housing funds with federal funds. The Department of Veterans Affairs has several housing assistance programs for veterans with physical disabilities, mental disorders and substance abuse problems. The Health Care for Homeless Veterans program funds development of transitional housing.

A major source of affordable housing equity funding is the Low Income Housing Tax Credit. Federal tax credits are allocated through the State of California's Tax Credit Allocation Committee and State housing tax credits are allocated through the California Debt Limit Allocation Committee (CDLAC). The California Housing Finance Agency (CHFA) administers a number of programs to further affordable housing efforts in the State, including multi-family acquisition and rehabilitation funding, single family development funding, and issuance of tax exempt and mortgage revenue bonds. Alameda County HCD administers the Mortgage Credit Certificate (MCC) Program for Alameda County, including Emeryville, which provides a tax credit to subsidize mortgage interest rates for low and moderate income first time home buyers. MCCs are allocated through CDLAC. The major source of local public funding for affordable housing in Emeryville is the Redevelopment Agency's set aside of tax increment revenues (20%) to preserve and develop affordable low and moderate income housing. The City's Affordable Housing Program for 1999-2006 has a current budget of \$24.1 million (Table 11), which will assist in the development of 104 very low income units and 73 low income units. Tables 6 and B-3 provide more detail about the completed, approved and potential housing project sites in Emeryville for this time period.

Non-Government Resources

Lenders. On the private side, the Community Reinvestment Act requires banks to invest in local projects by providing favorable lending terms or programs geared toward investing in traditionally under-served communities. Some banks have established Community Lending Divisions that have developed strong relationships with the affordable housing industry in the Bay Area. The Federal Home Loan Bank's Affordable Housing Program (AHP) provides grants and loans to subsidize affordability within rental and ownership housing developments. Non-profit lenders such as the Northern California Community Loan Fund, Local Initiatives Support Coalition (LISC), and the California Community Reinvestment Corporation have also provided funding to affordable housing development. Some affordable housing developments have received partial funding from philanthropic organizations and individuals in the community.

Developers. The City of Emeryville has generally worked with both private for-profit and non-profit developers to produce affordable low and moderate income housing in the City. A list of East Bay housing resources (non-profit developers, for-profit developers, and emergency housing resources) is included as Table B-3 in Appendix B.

Preserving Affordability

Emeryville's assisted housing projects have affordability agreements that expire during the time period of 2009 through 2052. The projects whose agreements expire in 2009 are

ownership units, and the next expirations are not until 2024. The First Time Home Buyer program, the Vacant Housing Program and the Affordable Housing Set-Aside Ordinance require home owners to sell to a household of the same income, and the Redevelopment Agency has the first right of refusal. Resale restrictions (ownership projects) and rental restrictions (rental projects) imposed through the City's ordinance apply for a period of 25 years. The Owner Rehabilitation Program requires the loan to be repaid if the house is sold within ten years. The Rental Rehabilitation program limits rents for 15 years. As the rent limits on rehabilitated units expire, new rehabilitation loans will bring other units into the programs. Catellus Residential Group is using an approach at Bridgecourt Apartments whereby the renters can become condominium owners in ten years. Table B-8 in Appendix B lists assisted housing and related rent limit expiration dates.

The City of Emeryville would like to encourage the development of a diverse mix of housing ownership types. One non-traditional housing ownership model is the Limited Equity Housing Cooperative. A cooperative is a partnership through which residents collectively own and control their housing. This model promotes control and democratic process by all residents. Limited equity co-ops have limits on their resale returns in order to insure that the housing will continue to remain affordable for future residents. Similarly, Limited Equity Condominiums limit the resale price of housing units by a predetermined formula. This allows for some equity increase to the owner but protects the overall affordability of the housing from neighborhood gentrification. Leasing Cooperatives are another form of multifamily homeownership. As tenant-stockholders, residents form a cooperative corporation and typically lease property from an investor on a long-term basis, sometimes with the option to buy. By maintaining the property as a cooperative, residents reduce their individual homeownership costs. Emeryville's Artist Cooperative is a good example of a cooperative homeownership model. Currently, it is one of the only co-ops in the nation exclusively for artists.



Triangle Court

CHAPTER 4. ACHIEVEMENT OF 1990 GOALS

Emeryville came close to meeting all of its housing need allocation for the 1990-1998 period, producing 663 units. Although it came closer to meeting the very low income need than the region as a whole, the City fell short of this goal. The City has substantially achieved all of the objectives and most of the policies in the 1992 Housing Element. A few policies were not implemented as envisioned: second units are still constrained by parking; parking permit requirements have not been reduced for affordable housing; the use of Federal and State programs may not have been maximized; rehabilitation programs may not be advertised as aggressively as possible; housing was developed on some large industrial sites but not as much as envisioned; and public education for energy efficiency was not provided.

Achievement of Housing Need Allocation

Emeryville met most of its housing need allocation during the 1990-1998 period, as shown in the following table. Compared to other Bay Area cities, Emeryville's record on affordable housing production is outstanding. As a whole, the region met 27 percent of the housing need for very-low income households in the last fair share period, while Emeryville met over 74 percent of its very-low income need. Even so, Emeryville was short 52 very-low-income units. Table 8 shows projects built during the 1990-1998 period.

Table 7: Emeryville Fair Share Housing Compliance 1990-1998

	<u>Total</u>	<u>Very-Low</u>	<u>Low</u>	<u>Moderate</u>	<u>Above Moderate</u>
Fair Share	765	199	138	168	260
New Units	663	147	134	173	209
Sub-Balance	-102	-52	-4	5	-51
Demolitions	35	10	9	10	0
Balance	-137	-62	-13	-5	-51

Source: City of Emeryville, 1999.

Achievement of Housing Element Objectives and Policies

The City has substantially met all of the objectives in the 1992 Housing Element, although some of the policies were not implemented as envisioned at that time. The following table analyzes progress on these policies. This analysis, along with the demographic, housing and needs assessment, has served as the starting point for developing the policies in this Housing Element.

Table 8. Housing Completed 1990-1998

Year Built	Project Name	Address	Special Needs	Live/Work	Number of Bedrooms				Tenure	Total Units	Very Low		Mod-erate	Market Rate
					Studio	1BR	2BR	3BR			Low	Low		
1990	Krausen	Vallejo St.				2			Rent	2			1	1
1990	Second Unit*	Beaudry St.				1			Rent	1				1
1990	Emeryville Business Ctr.	1250 45th St.		L/W	6				Rent	6			3	3
1990	Second Unit	47th St.,					1		Rent	1				1
1990	Sailer et. al. Units	1053 47th St.					2	1	Own	3			1	2
1991	Co-Housing	5512 Doyle St.				7	3	2	Own	12			5	7
1991	Emery/45th Street	Emery/45th St.		L/W		6			Own	6			3	3
1992	Emery Villa	4320 San Pablo Ave.	Seniors		12	38			Rent	50	50			
1993	Affordable Condos (VHP)	1292/94 63rd St.					2	2	Own	4		3	1	
1993	Affordable Condos (VHP)	1056 48th St.					1	1	Own	2		1	1	
1993	EmeryBay Apts. II	6401 Bay St.			100	45	39	76	Rent	260	52	52	0	156
1993	Horton Street Lofts	4300 Horton St.		L/W	15				Own	15			7	8
1994	Powell Street Lofts	1250 Powell St.		L/W	10				Own	10			5	5
1994	Triangle Court	1063-69 45th St.	Families			2	14	4	Rent	20	9	11		
1994	3622/24 Adeline St.	3622 Adeline St.		L/W		2			Rent	2			1	1
1995	Temescal Lofts	1001 47th St.		L/W	4				Own	4			2	2
1995	Christie Commons	5915-6901 Christie Ave.		L/W	22				Own	22			10	12
1996	Ocean Avenue Court	1265-69 Ocean Ave.	Disabled				2	4	Rent	6	6			
1997	Ocean Avenue Lofts	Ocean Ave./Doyle St.		L/W	5				Own	5			2	3
1997	Bridgecourt Apts.	1325 40th St.				106	114		Rent	220	24	64	0	132
1997	Holden Live/Work	Holden St.		L/W		1			Own	1				1
1998	Affordable Condos (VHP)	1258 & 1268 64th St.					2	3	Own	5		3	2	
1998	Baybridge Apts.	1034/44 36th St.	AIDS		6				Rent	6	6			
Total Units Completed					180	210	180	93		663	147	134	44	338
1996	Ocean Avenue Apts.	1265-69 Ocean Ave.					-2	-4	Rent	-6	-6			
1994	Triangle Court	1063-69 45th St.				-2	-5		Rent	-14		-7	-7	
1994	Del Monte Site	45th-Park-San Pablo-Hollis		6L/W	-1	-8	-3	-3	Own	-15	-10	-2	-3	
Total Units Demolished					-1	-10	-10	-3		-35	-10	-9	-10	0
Net Units Gained					179	200	170	90		628	137	125	34	338

Source: City of Emeryville, 1999. VHP=Vacant Housing Program

Table 9: Achievement of Policies in the 1992 Emeryville Housing Element

Policy	Actions Taken	Actions Not Taken	Comment	Recommendation
Affordable Housing				
1. Encourage second units		Parking requirement not revised	Residential parking is very tight	Retain parking requirement
2. Help special populations to maintain their housing	Many rehabilitation loans and grants go to elderly or disabled			Continue accessibility rehabilitation program
3. Offer incentives	Offer density bonus	Parking requirement not reduced Permits not expedited	Lower-income have fewer cars Our permits are fast already	Revise parking requirement Reconsider expediting permits
4. Retain single-room occupancy units (SROs)	Replaced Ritz SRO units		There is an SRO on the King Midas-SNK mixed-use site	Replace Midas SRO units with very-low income units
5. Use tax-exempt bonds and tax increment	Used for Emery Bay & Bridgecourt			Continue
6. Use 20% of tax increment	Used 20%		State requires but some cities do not use their housing fund	Continue
7. Maximize use of Federal and State funding	Used 7 Federal programs & 1 State program	May not have used all possible funding sources to the max		Check for more funding potential
8. Encourage non-profit and limited equity housing	Assisted non-profit housing developers	Limited equity housing not assisted	Demand for new limited-equity co-ops is unclear	Reconsider policy to assist limited equity housing
9. Encourage housing for disabled residents	Built housing for families with disabled member at Ocean Avenue Court	No housing was built for small households with disabled member	New multifamily projects must have some accessible units but they can be at market rent; Many disabled are in older single-family neighborhoods	Consider building affordable housing for small households with a disabled member and including ramps in housing rehabilitation grants
10. Enforce adaptability requirements	Building Department enforces these		Unnecessary policy because it is part of state building code	Reconsider policy

Policy	Actions Taken	Actions Not Taken	Comment	Recommendation
11. Contribute to homeless programs in the area	City contributed to homeless programs		County-wide committee notes need for domestic violence shelters and supported senior housing	Consider encouraging a domestic violence shelter and supported senior housing
	Retained zoning for group residential and group care uses, which include homeless shelters		State requirement to zone for homeless shelters is met	Continue zoning provisions
12. Encourage non-traditional group housing	Approved Co-Housing project on Doyle Street	No other similar housing projects have been proposed	Other innovative housing could be proposed in future	Keep policy

Housing Maintenance and Preservation

1. Offer maintenance aid	Contract with County to manage rehabilitation program			Continue policy
2. Use incentives and code enforcement, market to target areas, periodic survey	Building department responds to complaints and staff sightings	No one periodically, systematically surveys the City's housing looking for code violations	The City may wish to allocate resources to seeking out code violations	Consider whether or not to systematically survey housing stock
3. Continue rehabilitation loan program	Cooperating with County to offer rehabilitation loans		This program is now part of the County program	Combine with policy 1.
4. Discourage demolition of sound units	25 affordable units were demolished; 20 units have been or will be replaced	5 affordable units were demolished and not replaced; some others have not been yet	Countywide Continuum of Care Group recommends 1:1 replacement	Consider requiring 1:1 replacement within a year in the city overall
5. Aggressively advertise rehabilitation program	Advertised heavily in early 1990s	Not advertised as heavily in recent years	Earlier advertising was kickoff for expanded program	Consider increasing on-going advertising
6. Include seismic retrofit in rehabilitation program	Seismic retrofit grants for homeowners were added	No seismic retrofit assistance is available for landlords	This program was added in 1999	Work with the County to add seismic aid for landlords

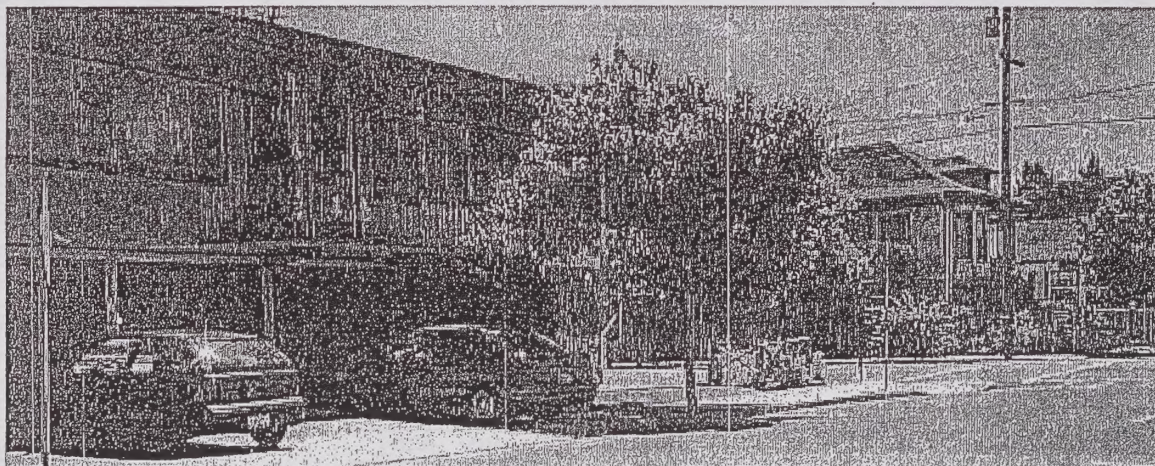
Policy	Actions Taken	Actions Not Taken	Comment	Recommendation
7. Allow additional units under rehabilitation program	New units are funded in other ways	The rehabilitation program is funded by a County CDBG grant; new units are not eligible	For second units, parking is the major constraint; residents are concerned about parking deficiency	Delete policy.
8. Preserve or replace affordable units whose rent limits have expired	Rehabilitation program has executed new rent limit agreements as old ones expired	Rent limits have not been extended on units that received rehabilitation assistance 15 years ago.	In 1994-1998, the rent limits on 33 rehabilitated units expired. They were affordable before rehabilitation, and may still be; No project-based Section 8 housing was built here in 1960s	Reconsider policy; Continue rehabilitation program so that new rent limit agreements are executed as old ones expire
9. Encourage improvement of existing buildings	Emeryville is Proud program		Monthly maintenance awards with \$25 gift certificate	Continue
Reduce Housing Cost				
1. Offer density bonus	Density bonus offered		Zoning amendment in 1990	Maintain density bonus
2. Require affordable housing set-aside	20% set-aside required in projects of 30 units or more		Zoning amendment in 1990	Maintain set-aside requirement
3. Permit manufactured housing to the extent required by state law	Zoning Ordinance treats factory-built housing the same as site-built housing.		Policy duplicates state law	Consider whether policy is redundant
4. Issue tax-exempt mortgage revenue bonds for loans to households or developers	Tax-exempt mortgage revenue bonds were issued for loans to developers of Emery Bay & Bridgecourt	Mortgage revenue bonds were not used to make loans to households	Mortgage revenue bonds are not an appropriate source of funding for loans to households	Revise policy
5. Encourage new rental housing construction & execute rental limitation agreements	The City has supported the construction of affordable rental housing with rental limitation agreements		Rental limitation agreements are required by Federal funding sources	Continue policy

Policy	Actions Taken	Actions Not Taken	Comment	Recommendation
Housing Opportunities				
1. Use vacant public land if it becomes available		No vacant public land has become available	No vacant public land is likely to become available	Reconsider policy
2. Encourage housing in mixed-use areas	Emery Bay and Bridgecourt are in mixed-use areas			
3. Facilitate conversion of underused industrial sites for housing; table identified six sites	Housing was built on three sites by 1998; housing is under construction on two sites	Offices are under construction on one site	Please see Table 10 following this table for details.	Revise policy to add "or a mix of residential and other uses" Identify potential sites
4. Encourage infill housing	Vacant Housing Program has developed 11 units on 48th, 63rd & 64th streets		Private, market-rate housing projects have also been built on vacant lots, e.g. Ocean Ave.	Continue policy
5. Encourage variety including live/work	71 live/work units were built in 1990-1998		Live/work is allowed in all zoning districts except I-G	Continue policy
6. Prohibit discrimination against children and build family housing	46% of assisted new units built in 1990-1998 were 2- or 3-bedroom units; Triangle Court & Ocean Ave. court were built for families	Only 23% (9) of privately built units are 2- or 3-bedroom units, and most of them were built by owner occupants	The 1977 Fair Housing Act amendment outlawed discrimination against households with children. Equal housing policy addresses	Delete part of policy about prohibiting discrimination against households with children from this policy: it is in equal housing policy.
7. Encourage housing opportunities for elderly and single-parent families.	Family housing was built as described above	Senior housing construction began in 1999.	Single-parent families have same needs as other low-income families	Continue policy.
8. Continue to replace affordable units when City actions displace them.	Demolished sound affordable units have been or will be replaced		Redevelopment law requires 0.75:1 replacement in 1 year, 1:1 replacement in 4 years.	No change.

Policy	Actions Taken	Actions Not Taken	Comment	Recommendation
Energy Conservation				
1. Enforce Title 24 of State Administrative Code	Building Department enforces Title 24		This policy duplicates State law	Delete policy
2. Encourage passive solar energy & other energy & water conservation measures	Resourceful Building demonstrated energy-efficient condos; Water conservation pamphlets are at counter	The City has not specifically supported passive solar design	There are many ways to conserve energy	Continue policy without specific reference to passive solar energy
3. Public education & aid for energy efficiency	Rehabilitation loans can be used for weatherizing	No public education is being done regarding energy efficient housing	PG&E does this	Reconsider policy

Equal Housing

1. Maintain contract with housing counseling provider	County maintains contract on behalf of cities with Housing Rights		Perhaps this service could be better advertised	Maintain policy; Consider advertising
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Mix of Housing Types in the Northern Neighborhood

Table 10. Status of Sites Identified in 1992 Housing Element

1992 Site	Anticipated Units		Current Project Name	Current Units		Current Status	History Between 1990 and 2000
	Total	Affordable		Total	Affordable		
Catellus	400	80	Bridgecourt Apartments	220	88	Occupied	Project evolved with deeper housing subsidy, more retail.
Del Monte	400	80	Promenade Townhouses	102	20	Under Construction	Hospital was proposed, withdrawn. Animation studio was proposed on 80% of site. Redevelopment Agency issued RFP for mixed use on remaining 20% of site. Ground floor housing is inappropriate fronting on San Pablo Ave.
Emery Villa	75	75	Emery Villa	50	50	Occupied	Number of units was reduced during design.
EBC & A II	270	270	Emery Bay Club & Apts II	260	104	Occupied	Built essentially as anticipated.
St. Alban's	300	60	Watergate Office Tower IV	0	0	Under Construction	Housing developer could not obtain funding; site is next to freeway.
Christie	200	40	EmeryBay Lofts (Christie Avenue Lofts)	62	12	Under Construction	Earlier developer could not obtain funding; a portion of the original property was kept in office use and sold separately.
NOTE: City's total fair share allocation of regional housing need was 47% of total units anticipated for these sites.							

CHAPTER 5. GOALS, OBJECTIVES, POLICIES AND PROGRAMS

The following goals, objectives, policies and programs are consistent with the other elements of the General Plan.

Goal I. Preserve existing housing stock.

Objective I-A. Promote preservation of existing housing through the Emeryville Housing Rehabilitation Program. Emeryville's Housing Rehabilitation Program will provide funding for 17 projects per year.

Program I-A-1. Increase funding for the Emeryville Housing Rehabilitation Program on a demand basis up to 50% through a combination of Redevelopment and Community Development Block Grant (CDBG) funds.

Program I-A-2. Make all types of rehabilitation loans and grants available to both home owners and landlords. Make major accessibility grants available to home owners, and make seismic retrofit loans and minor repair grants available to landlords.

Program I-A-3. Continue existing marketing and establish new marketing efforts for the Emeryville Housing Rehabilitation Program, directed to landlords and home owners in the historic residential neighborhoods east of Hollis Street and east of San Pablo Avenue.

Objective I-B. Maintain and improve existing housing, especially the historic neighborhoods east of Hollis Street and east of San Pablo Avenue.

Policy I-B-1. Continue the Community Preservation Program to improve maintenance of residences in the historic neighborhoods. Provide rehabilitation program information and conduct code inspections on a case-by-case basis.

Program I-B-2. Continue the "Emeryville Is Proud" award program for well maintained residential and commercial properties.

Objective I-C. Replace affordable housing that must be demolished as part of a City action.

Policy I-C-1. Continue to review aggregate housing demolition and construction in the City each year, and review the overall housing provision plan to confirm that there will be no net loss through demolition of very low, low and moderate income units.

Goal II. Promote a variety of housing types and affordability levels.

Objective II-A. Support development of new housing for very low, low and moderate income households to meet Emeryville's fair share allocation of regional affordable

housing need, as established by the Association of Bay Area Governments. Develop 104 very low income units and 73 low income units using the Redevelopment Agency's Low and Moderate Income Housing Fund and seeking funding for the remaining units. (See Table 11).

Policy II-A-1. Make very low and low income housing a priority for use of the Redevelopment Agency's Low and Moderate Income Housing Fund.

Policy II-A-2. Include some low and very low income housing in Redevelopment Agency assisted development projects whenever feasible.

Program II-A-3. Continue funding for the Vacant Housing Program, which provides first-time home buyer opportunities for low and moderate income households.

Program II-A-4. Expand the First-Time Home Buyers Program to provide 1.5 times buyer's down payment up to 15% of purchase price for low and moderate income households.

Program II-A-5. Leverage State and Federal funding programs to maximize the number of affordable units and/or the number of units available to low and very low income households, whenever possible.

Program II-A-6. Encourage and facilitate the conversion of underutilized industrial sites to mixed-use or residential projects that include low and very low income units.

Objective II-B. Amend the Zoning Ordinance to better facilitate the development of affordable housing, and retain existing affordable housing policies.

Policy II-B-1. Within a year after adoption of this Housing Element, change the regulations for multiple-use projects so that the Planning Commission may choose to exempt residential square footage from the floor area ratio (FAR, ratio of floor area to site area) calculations for a project, with a Conditional Use Permit. The revised regulation could include findings necessary to grant such an exemption, such as transit access or a mechanism to reduce the number of automobiles per unit.

Policy II-B-2. Maintain the Affordable Housing Set-Aside Ordinance, requiring projects with 30 units or more to provide 20% of the units affordable to moderate, low or very low income households.

Policy II-B-3. Continue the affordable housing density bonus, and Group Residential and Group Care as conditionally permitted uses. Within a year after adoption of this Housing Element, list emergency shelter and transitional housing in the definition of Group Residential."

Objective II-C. Encourage a variety of housing types and settings, energy efficiency and water conservation.

Policy II-C-1. Encourage non-traditional group housing, live-work units and housing in multiple-use projects and mixed-use areas.

Policy II-C-2. Encourage residential and live-work development in industrial areas where appropriate.

Policy II-C-3. Encourage energy-efficient, water-conserving construction.

Goal III. Promote housing for special needs groups.

Objective III-A. Support development of affordable housing for single-parent families in transition, people with AIDS, seniors, large families, disabled people, and artists who have very low, low and moderate incomes. Ways to support housing for special needs groups include providing funding and technical assistance for the development of housing and the establishment of cooperatives.

Program III-A-1. Support development of service-enriched transitional housing for single-parent families who have been displaced by economic problems or domestic violence.

Program III-A-2. Support the inclusion of Shelter-Plus-Care units (rent-assisted units for people with mental illness, substance abuse and/or AIDS-related illness) in some multi-unit projects. These units could be combined with other programs, and could be used to meet part of the 20% Affordable Housing Set-Aside requirement.

Program III-A-3. Support development of affordable 3- to 4-bedroom units for large families (families with five or more members) in appropriate projects.

Program III-A-4. Support development of affordable housing for disabled people in small households.

Program III-A-5. Support the development of affordable housing including Shelter-Plus-Care units for people with AIDS-related illness.

Program III-A-6. Support development of affordable assisted-living and independent senior housing.

Program III-A-7. Support development of transitional housing for veterans with physical disabilities, mental disorders and substance abuse problems.

Program III-A-8. Support development of affordable live-work space for artists.

Objective III-B. Support assistance for veterans, teachers and public safety employees in obtaining housing in Emeryville.

Program III-B-1. Support assistance for veterans with physical disabilities, mental disorders and substance abuse problems to live in residential treatment centers, supervised work settings, or transitional or permanent housing.

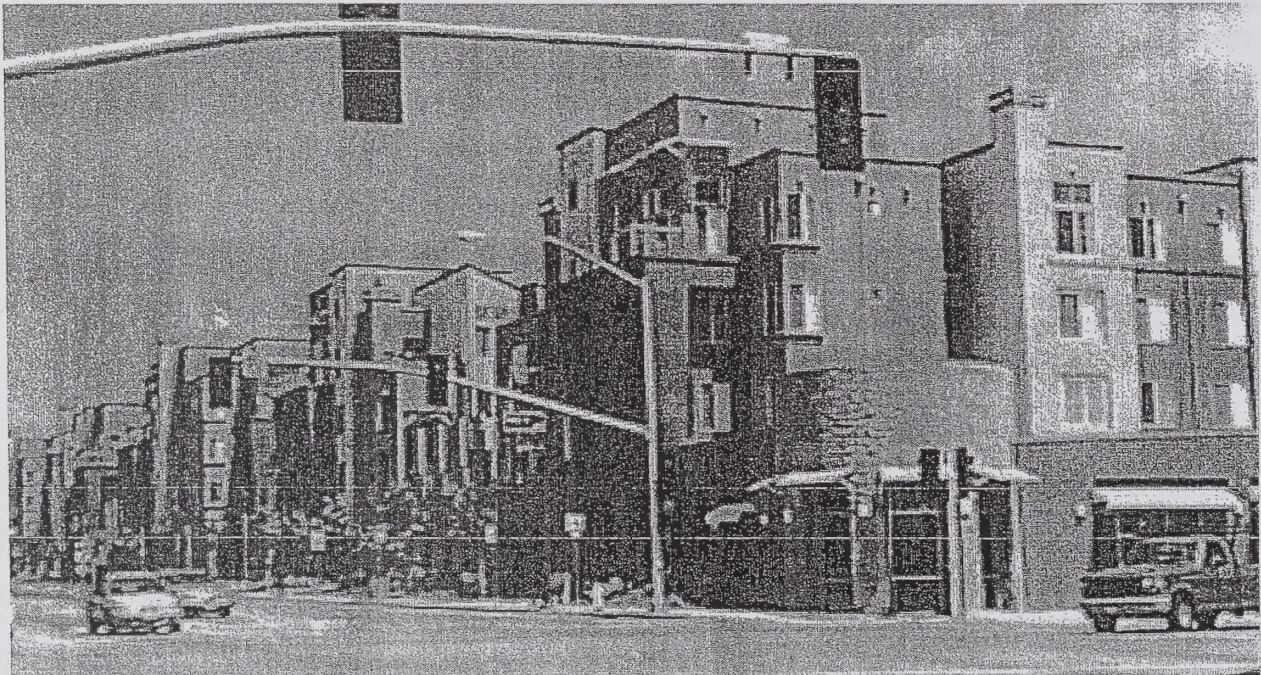
Program III-B-2. Offer additional home loan assistance to low and moderate income Emery Unified School District teachers, and moderate income Emeryville Police and Fire Department staff. Actively pursue funding to assist with this program.

Goal IV. Promote equal opportunity in housing.

Objective IV-A. Prevent and redress discrimination based on race, color, ancestry, national origin, religion, familial status, sex, marital status, sexual orientation, age, disability or source of income.

Program IV-A-1. Continue to have a contract with Housing Rights or another fair housing counseling organization to provide fair housing counseling, tenant-landlord mediation, public education and legal referrals.

Program IV-A-2. Effectively market the availability of the fair housing counseling service through a variety of means.



East Baybridge Mixed-Income Apartment-to-Condo Complex

Table 11. Redevelopment Agency Low and Moderate Income Housing Fund Budget, 1999 - 2006*Revised Program 601*

	Total	Very Low	Low	Moderate	Market	Amount Available	Agency Assistance	Comments
MANDATED REQUIREMENTS								
ABAG Fair Share (99-06)	777	178	95	226	278			
FUNDING RESOURCES AVAILABLE								
Existing Fund Balance						\$600,000		
1995 Bond						\$2,689,000		Includes interest income earned over two years
1998 Bond-taxable						\$6,502,000		Bond Proceeds
1998 Bond-tax exempt						\$1,036,000		Bond Proceeds
2001 Housing Bond Sale						\$6,400,000		Bond Sale Projection
2003 Housing Bond Sale						\$3,400,000		Bond Sale Projection
1500 Park Home Sales						\$2,000,000		Sale proceeds of condo units
Vacant Hsng. Sales						\$180,000		Sale proceeds of three units
Add'l Increment (99-06)						\$1,000,000		Based on 3% annual growth
Investment Earnings						\$350,000		Interest income for bond proceeds
TOTAL						\$24,157,000		
COMPLETED PROJECTS								
<u>Year</u>								
1999 Emeryville Warehouse	135	0	2	24	109	\$2,000,000	Ownership	
2000 The Avalon	67	66	0	0	1	\$2,925,000	Senior rental	
2000 Gateway Commons (4800 SPA)	8	0	3	5	0	\$1,475,000	Ownership/families & live-work	
TOTAL	210	66	5	29	110	\$6,400,000		
PROPOSED AND POTENTIAL PROJECTS								
<u>Year</u>								
2000 Oliver Lofts 65th St	50	0	5	5	40	\$500,000	Ownership @\$100K/unit for low income units	
2000 Remar Lofts 46th St.	41	0	0	8	33	\$250,000	Initial Rental	
2001 The Promenade (Castle SPA)	102	0	0	20	82	\$860,000	Ownership Townhouses; \$43K/Unit	
2001 Andante (SNK King Midas)	102	0	10	10	82	\$1,000,000	Rental; Land Cost to Agency less SNK payment	
2001 Emery Station III	101	0	10	10	81	\$1,000,000	Ownership @\$100K/unit for low income units	
2001 46th Street Lofts	45	0	3	6	36	\$300,000	Ownership @\$100K/unit for low income units	
2002 South Bayfront Project	350	0	35	35	280	\$10,500,000	Ownership; \$7M acquisition + \$100K/unit for low income units	
2004 4300 SPA Senior housing	30	30	0	0	0	\$2,250,000	Rental; \$75K/unit	
2001-2004 Scattered Site Rental Rehab	10	5	5	0	0	\$400,000	Rental @ \$40K/unit	
various Vacant Housing Program	3	3	0	0	0	\$630,000	Ownership \$210K/unit dev. cost	
TOTAL	1483	38	68	224	1153	\$17,690,000		
TOTAL COMPLETED & PROPOSED/POTENTIAL	1693	104	73	253	1263			
ABAG GOALS SURPLUS/SHORT	916	-74	-22	27	985			
Percent of Goal	217.9%	58.4%	76.8%	111.9%	454.3%			
TOTAL AGENCY ASSISTANCE						\$24,090,000		
FUNDING SURPLUS/(DEFICIT)						\$67,000		
								Note: The projects and resources included in this table are those not included in prior ABAG planning period and include some projects and expenditures made prior to the update of this table (1999 projects).

CHAPTER 6. HOUSING ACTION PROGRAM

Policy or Program	Responsible Department	Funding Source(s)	Year Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Goal I. Preserve existing housing stock.								
Objective I-A. Promote preservation of existing housing through the Emeryville Housing Rehabilitation Program.								
Program I-A-1. Increase funding for the Emeryville Housing Rehabilitation Program by 50% on a demand basis.	Redevelopment Agency	CDBG Agency Housing Fund	2001	48 buildings moderately deteriorated	Goal 24/y Actual 17/y	20 awards per year	\$150,000/y	\$75,000/y
Program I-A-2. Make all rehabilitation loans and grants available to both home owners and landlords.	Redevelopment Agency	CDBG Agency Housing Fund	2003	Both rental and ownership units need work.	Seismic and major repair to home owners only; major accessibility to landlords only.	Seismic and major repair to landlords, major accessibility to home owners	no change in funding	
Program I-A-3. Continue marketing and establish new marketing efforts for the Rehabilitation Program, directed to landlords and home owners in the historic residential neighborhoods east of Hollis Street and east of San Pablo.	Redevelopment Agency	CDBG Agency Housing Fund	2004	Loans and grants have not consistently met goals.	County tables at fairs, and city events.	Mail brochures to owners and follow up with phone calls.	County as part of 25% administr. cost	Brochures + 4 days of staff time
Objective I-B. Maintain and improve existing housing, especially the historic neighborhoods east of Hollis Street and east of San Pablo Avenue.								
Policy I-B-1. Continue the Neighborhood Preservation Task Force to improve maintenance of residences in historic neighborhoods. Provide rehabilitation program information and conduct code inspections case by case.	Council, City Manager, Police, Fire, Building Redevelopment	General Fund, no large expense for any 1 dept.	On-going	A few residential buildings are problems.	Committee is new.	Make the committee permanent; streamline code process; add code staff.	Staff time funded by General Fund	\$30,000 to \$50,000
Program I-B-2. Continue the "Emeryville Is Proud" award program for well maintained residential and commercial properties.	Planning and Building Department	General Fund or donations from local businesses	On-going	Some properties are poorly maintained.	Awards are made twice a year.	Continue program.	Gift certificate + staff time	No increase in annual cost

Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year Begin	Existing Problem	Existing Program/Policy	Proposed Change	Current Funding	Additional Cost
Objective I-C: Replace affordable housing that must be demolished as part of a City action.								
Policy I-C-1. Continue to review demolition and construction each year; review overall housing provision plan to confirm no net loss of very low, low and moderate income housing.	Redevelopment Agency	Agency Housing Fund Federal and State programs	2002	None.	Redevelopment law requires 0.75:1 in 1 year, 1:1 in 4 years.	None.	\$40,000 to \$150,000 per unit subsidy	\$40,000 to \$150,000 per unit subsidy
Goal II. Promote a variety of housing types and affordability levels.								
Objective II-A: Support development of new housing for very low, low and moderate income households to meet Emeryville's fair share allocation of regional housing need, as established by the Association of Bay Area Governments. (See Tables 11 and 12.)								
Policy II-A-1. Make low and very low income housing a high priority for use of Redevelopment Agency's Low and Moderate Income Housing Fund.	Redevelopment Agency	Agency Housing Fund	2000 new projects	Fund will not cover all needed affordable housing.	Very low, low and moderate income units are funded.	Fund primarily very low and low-income, few moderate-income units.	No consistent subsidy	\$40,000 to \$150,000 per unit subsidy
Policy II-A-2. Include some low and very low income housing in Redevelopment Agency assisted development projects whenever feasible.	Redevelopment Agency	Agency Housing Fund	2000 new projects	Market won't meet this need.	A few assisted projects are all moderate.	Include below-moderate units in projects as much as possible.	No consistent subsidy	\$40,000 to \$150,000 per unit subsidy
Program II-A-3. Continue funding for the Vacant Housing Program, which provides first-time home buyer opportunities for low and moderate income households.	Redevelopment Agency	Agency Housing Fund	2001	Many low income households need help.	11 units in 9 years 1990 - 1998: 1.2 per year	No change.	\$200,000 to \$250,000 per unit	\$210,000 per unit: fully funded by Redevel.

Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year Began	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Program II-A-4. Expand First-Time Home Buyers Program to provide 1.5 times buyer's down payment up to 15% of purchase price for low and moderate income households.	Redevelopment Agency	State Revenue Bonds	2001	With home prices rising, more moderate income households cannot raise down payment.	50% of down payment up to 10% of price. Most aid is for newer condos.	Deeper subsidy needed to address escalating housing prices.	34 loans in 1999	\$220,000/y
Program II-A-5. Leverage State and Federal funding programs to maximize affordable and/or low and very low income units, whenever possible.	Redevelopment Agency	US HUD State HCD	2003	Housing Fund cannot meet the need alone.	A few projects have little State/Fed \$.	Apply for State or federal funds for each project when possible.		Could reduce costs.
Program II-A-6. Encourage and facilitate conversion of underutilized industrial sites to mixed-use or residential projects that include low and very low income units.	Planning and Building Department, Redevelopment Agency	State and Federal funds, non-profit and private lenders	2001	Conversions do not all include low and very low income units.	Facilitate conversion of underutilized industrial area for residential.	Help developers find funding for low and very low income units.	Housing staff time	Housing staff time
Objective II-B. Revise the Zoning Ordinance to better facilitate the development of affordable housing, and retain existing affordable housing policies.								
Policy II-B-1. Within a year after adoption of the Housing Element, change the multiple-use project regulations so Planning Commission may exempt residential area from floor area ratio with use permit. Regulations could include findings needed to grant exemption, such as transit access or reduced autos.	Planning and Building Department Planning Comm. City Council	Staff time - General Fund	2001 begin, 2002 adopt	Housing sites are limited.	Housing counts as part of FAR in mixed-use projects.	Revise so housing is not counted in Floor Area Ratio, set dwelling units per acre.	None.	Planning staff time
Policy II-B-2. Maintain Affordable Housing Set-Aside Ordinance, requiring projects with 30 units or more to provide 20% of the units affordable to moderate, low or very low income households.	Planning and Building Department Economic Development Department	No action required	On-going	Developers need help meeting Set-Aside.	Ordinance requires affordable housing set-aside.	Maintain existing provision.	None.	No spending required.

Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Policy II-B-3. Continue the affordable housing density bonus, and Group Residential and Group Care as conditionally permitted uses. Within a year after adoption of the Housing Element, specifically list emergency shelter and transitional housing in the definition of Group Residential in the Zoning Ordinance.	Planning and Building Dept.	Staff time - General Fund	2001 begin, 2002 adopt	Zoning Ordinance does not specifically list emergency shelter or transitional housing.	Ordinance allows density bonus, and Group Residential with a Conditional Use Permit.	Specifically list emergency shelter and transitional housing in definition of Group Residential use type.	None.	Planning staff time.

Objective II-G. Encourage a variety of housing types and settings, energy efficiency and water conservation

Policy II-C-1. Encourage non-traditional group housing, live-work units and housing in multiple-use projects and mixed-use areas.	Planning and Building Dept. Planning Comm.	No additional staff time required	On-going	Housing needs and preferences vary.	General Plan encourages these housing types.	Maintain General Plan policies.	None.	No spending required.
Policy II-C-2. Encourage residential and live-work development in industrial areas where appropriate.	Planning and Building Dept. Planning Comm.	No additional staff time required	On-going	Historically residential land is rare.	General Plan, Zoning Ordinance allow it.	Encourage it in General Plan.	None.	No spending required.
Policy II-C-3. Encourage energy-efficient, water-conserving construction.	Planning and Building Dept. Planning Comm.	No additional staff time required	On-going	Fuel and water are limited.	1992 Housing Element encourages it.	Continue to encourage it in Housing El.	None.	No spending required.

Goal III. Promote housing for special needs groups.

Objective III-A. Support development of affordable housing for single-parent families in transition, people with AIDS, seniors, large families, disabled people, and artists who have very low, low and moderate incomes

Program III-A-1. Support development of service-enriched transitional housing for single-parent families who have been displaced by economic problems or domestic violence.	Redevelopment Agency	Agency Housing Fund Federal and State funds	2001	County-wide 10% of this need is met.	Emeryville has not provided this type of housing before.	Issue a request for proposals for a group to develop and run the project.	None	1-2 million for 4 units + service space, per Fremont.
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Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year(s) Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Program III-A-2. Support inclusion of a few Shelter-Plus-Care rent assisted units for people with mental illness, substance abuse or AIDS-related illness in some multi-unit projects.	Redevelopment Agency	McKinney	2002	County-wide need is high.	Emeryville has not provided this type of housing before.	Combine with other programs or include in 20% Set-Aside.	None	\$40,000 to \$150,000 per unit subsidy.
Program III-A-3. Support development of 3-4 bedroom units for large families with low and very low incomes, in appropriate projects, and look for ways to encourage families to move in.	Redevelopment Agency	Agency Housing Fund Tax Credits	2004	Large families have 5 or more members	93 3-BR units were built in 90s	Continue to support family housing.	\$40,000 to \$150,000 per unit subsidy.	\$40,000 to \$150,000 per unit subsidy.
Program III-A-4. Support development of affordable housing for disabled people in small households.	Redevelopment Agency	Agency Housing Fund HUD Sec. 202	2005	About 100 disabled units needed	6 family units were built in 1990s.	Seek out a developer for these units.	No comparable project.	\$40,000 to \$150,000 per unit subsidy.
Program III-A-5. Support the development of affordable housing including Shelter-Plus-Care units for people with AIDS-related illness.	Redevelopment Agency	Agency Housing Fund HOPWA	2006	About 30 units needed	6 units were built in 90s.	Continue to build units for people w. AIDS	\$40,000 to \$150,000 per unit.	\$40,000 to \$150,000 per unit.
Program III-A-6. Support development of affordable assisted-living and independent senior housing.	Redevelopment Agency	Agency Housing Fund HUD Sec. 202 State fund	2003 assisted, 2007 independent	Affordable assisted living is rare. About 65 senior units are needed.	Independent senior housing is under construction.	Issue an RFP for an assisted living project, and help build other units.	Avalon cost \$9.2 million for 67 indep. units.	\$40,000 to \$150,000 per unit subsidy.
Program III-A-7. Support development of transitional housing for veterans with physical disabilities, mental disorders and substance abuse problems.	Redevelopment Agency	U.S. Dept. of Veterans Affairs	2002	25% of disabled men are veterans.	Emeryville has not provided this type of housing before.	Coordinate with Dept. of Veterans Affairs	None	\$40,000 to \$150,000 per unit subsidy.

Policy or Program	Responsible Department	Funding Source(s)	Year(s) Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Program III-A-8. Support development of affordable live-work space designed for artists.	Redevelopment Agency	Staff time - RDA	2003	Being priced out, need large units.	Emeryville has not assisted in providing this type of housing before.	Offer technical assistance for development.	None	Housing Staff time.
Objective III-B. Support assistance for veterans, teachers and public safety employees in obtaining housing in Emeryville.								
Program III-B-1. Support assistance for veterans with physical disabilities, mental disorders and substance abuse problems to live in residential treatment centers, supervised work settings or transitional or permanent housing.	Redevelopment Agency	U.S. Dept. of Veterans Affairs	2003	25% of disabled men are veterans.	Emeryville has not provided this type of assistance before.	Coordinate with Dept. of Veterans Affairs	None	\$40,000 to \$150,000 per unit subsidy.
Program III-B-2. Offer additional home loan assistance to low- and moderate-income Emery Unified School District teachers, and moderate income Emeryville Police and Fire Department staff.	Redevelopment Agency	State Extra Credit Prog., Agency Housing Fund	2001	Teachers & public safety employees are priced out of area.	Emeryville has not provided this type of assistance before.	Amend First Time Home Buyers Program guidelines waiving first-time requirement and increasing assistance levels.	None	100% of down payment up to 20% of purchase price.

Goal IV. Promote equal opportunity in housing.

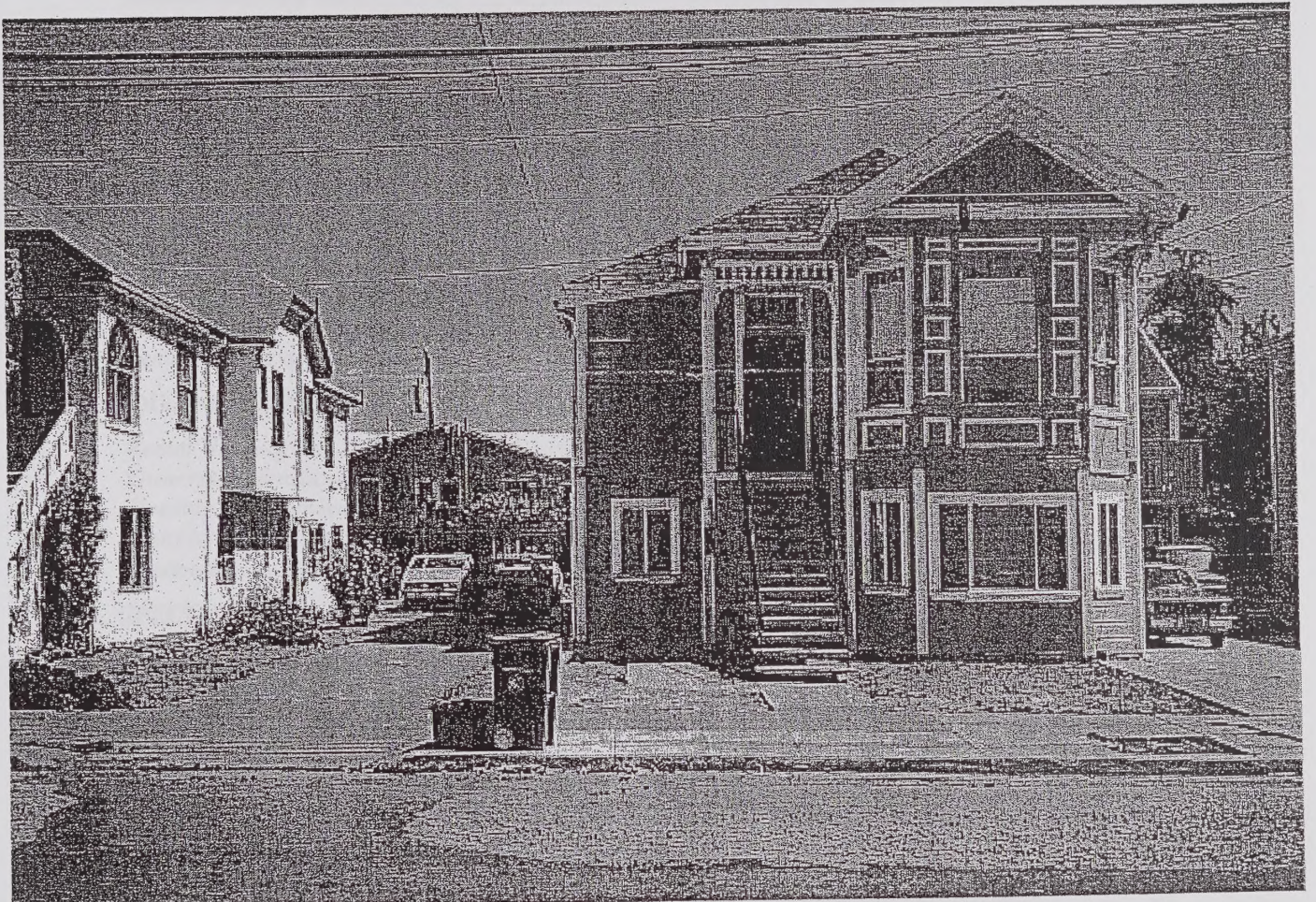
Objective IV-A. Prevent and redress discrimination based on race, color, ancestry, national origin, religion, children, sex, marital status, sexual orientation, physical condition or source of income.

Program IV-A-1. Continue to have a contract with Housing Rights or another fair housing counseling organization to provide counseling, mediation, education and legal referrals.	Redevelopment Agency	CDBG	On-going	Problem increases when market is tight.	Housing Rights Inc. provides mediation and information.	Continue to fund a contract.	\$91,000 contract	None.
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Housing Action Program (Continued)

Policy or Program	Responsible Department	Funding Source(s)	Year(s) Begin	Existing Problem	Previous Program/Policy	Proposed Change	Current Funding	Additional Cost
Program IV-A-2. Effectively market the availability of the fair housing counseling service through a variety of means.	Redevelopment Agency	CDBG	2001	Problem when market is tight.	City cable access and brochures at zoning counter.	None	Part of contract	None.

APPENDIX A:
HOUSING NEED
TECHNICAL DOCUMENT



A Typical Victorian Home in the City's Historic North End

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I. INTRODUCTION

Article 10.6 of the California Government Code requires all cities and counties to prepare a housing element as part of the city or county general plan. The purpose of the housing element is to describe local housing needs, and to outline a comprehensive set of programs and policies for meeting those needs. Updated on a five-year schedule, the housing element is intended to document current demographic and housing conditions based on the most recent and reliable data available to local jurisdictions. Specifically, State law mandates that the housing element include a needs assessment which contains the following information relating to demographic trends and housing:

- (1) An analysis of population and employment trends, documentation of projections, and a quantification of existing and projected housing needs for all income levels, including the locality's share of the regional housing needs as identified by the regional association of governments, in Emeryville's case the Association of Bay Area Governments (ABAG).
- (2) An analysis and documentation of household characteristics, including level of payment compared to ability to pay, and housing characteristics, including overcrowding and housing stock condition.
- (3) An analysis of any special housing needs, such as those of the handicapped, elderly, large families, farm workers, single parent households, and families and

persons in need of emergency shelter.

Summarized in the main body of the Housing Element as Chapter II, this Housing Needs Technical Document addresses the requirements enumerated above while providing city officials, citizens, community groups and others with a common frame of reference for evaluating policy alternatives to meeting the housing needs of Emeryville's current and future residents.

Data Sources

Typically, housing needs assessments rely heavily on census data. When an update occurs prior to the complete release of new census data, however, the needs section can be tailored to describe local housing conditions based on alternative state, regional or local sources. Emeryville, perhaps more than any other city in Alameda County, has undergone dramatic changes in its demographic and physical makeup over the past decade. In many cases, **2000 census data is not yet available and data from the 1990 census no longer reflects the reality of Emeryville's rapidly changing neighborhoods.** Accordingly, this analysis includes data from the 1990 Census for reference purposes only, and instead relies heavily on estimates from the California Department of Finance, the Association of Bay Area Governments, the State Employment Development Department, private data providers and City sources.

Report Organization

Following this introductory section, the technical document is divided into six

sections addressing different aspects of Emeryville's demographic, housing and economic profile. Section two provides a detailed overview of population and household trends, concentrating on the period from 1990 to the present. The third section deals with housing tenure segmented by building age, age of householder and race. The fourth section consists of a detailed inventory of the City's housing stock, focusing particularly on issues such as unit size, age, condition and density. The fifth section provides a residential market overview and analysis of housing cost burdens at various income levels. The sixth section profiles special needs populations in the City. Section seven analyzes the City's economic base and assesses Emeryville's current jobs/housing balance. The final section of this analysis concludes by summarizing the City's demographic characteristics and identifying a number of central issues relating to City housing policy.

II. POPULATION CHARACTERISTICS

Population Trends

Emeryville, like much of the inner urban core of the Bay Area, is experiencing a period of rapid population growth driven by a robust and dynamic economy. As displayed in Table A-1 below, over the past decade Emeryville's population has grown by an estimated 19.9 percent from 5,740 residents in 1990 to 6,882 in 2000. Over the same time frame, the population of Alameda County as a whole has increased by 13.1 percent from 1.27 million to 1.44 million. ABAG projects that both Emeryville's

and Alameda County's population will continue to grow in the next five years.

Number of Households and Average Household Size

For the purposes of housing analysis, a crucial indicator of demographic change is the rate of household formation, or growth. As further displayed in Appendix Table A-1, 2000 census data indicates that the number of households in Emeryville grew by 23.2 percent from 3,227 in 1990 to 3,975 at present. Over the same time period, the number of households in the County increased by approximately 9.1 percent. In Emeryville, household numbers and population increased while the average household size decreased. As shown, Emeryville's average household size decreased from 1.78 in 1990 to 1.71 in 2000, while average household size in the County increased from 2.59 to 2.71.

Household Types and Composition

In conjunction with Table A-1, Table A-2 below provides a detailed profile of Emeryville's Household Trends based on the 1990 and 2000 censuses. As with average household sizes, there are significant differences that have widened over time between Emeryville and the County in terms of household types and composition. In 1990, 34.5 percent of Emeryville's households were characterized as families compared to 64.4 percent in the County. In 2000, only 29.3 percent of Emeryville's households were families while Alameda County had 64.8 percent family households. Furthermore, Table A-2 indicates that most family households in Emeryville did not have children in 1990

and 2000, and that most families with children were headed by a single parent. Trends in household composition have continued to change in Emeryville. The low average household sizes in the City continue to suggest relatively large

numbers of single-person households and the prevalence of small family households.

Table A-1: Population and Household Trends 1990-2000

	<u>1990</u>	<u>2000</u>	<u>% Change 1990-2000</u>
Emeryville			
Population	5,740	6,882	19.9%
Households	3,227	3,975	23.2%
Average Household Size	1.78	1.71	-3.9%
<i>Household Tenure</i>			
Owner	37.6%	37.1%	-0.5%
Renter	62.4%	62.9%	0.5%
<i>Household Type (a)</i>			
Families	34.5%	29.3%	-5.2%
Non-Families	65.5%	70.7%	5.2%
Median Age	34.4	35.2	0.8
Alameda County			
Population	1,276,702	1,443,741	13.1%
Households	479,518	523,366	9.1%
Average Household Size	2.59	2.71	4.6%
<i>Household Tenure</i>			
Owner	46.7%	54.7%	8.0%
Renter	53.3%	45.3%	-8.0%
<i>Household Type (a)</i>			
Family	64.4%	64.8%	0.4%
Non-Family	35.6%	35.2%	-0.4%
Median Age	32.7	34.5	1.8
Notes:			
(a) Family households defined as households with two or more related individuals.			
Sources: 1990 & 2000 US Census STF1A			

Table A-2: Household Composition Trends 1990-2000

	<u># Households in 1990</u>	<u>% all Households in 1990</u>	<u># Households in 2000</u>	<u>% all Households in 2000</u>	<u>% Change 1990 - 2000</u>
<i>Married-Couple Family</i>	746	23.3%	717	18.0%	-5.2%
w/ Children	187	5.8%	214	5.4%	-0.5%
w/o Children	559	17.4%	503	12.7%	-4.8%
<i>Male Householder</i>	92	2.9%	119	3.0%	0.1%
w/ Children	9	0.3%	N/A	~	~
w/o Children	83	2.6%	N/A	~	~
<i>Female Householder</i>	282	8.8%	330	8.3%	-0.5%
w/ Children	208	6.5%	169	4.3%	-2.2%
w/o Children	74	2.3%	161	4.1%	1.7%
Total Family Households	1,120	35.0%	1,166	29.3%	-5.6%
Total Households With Children	404	12.6%	487	12.3%	-0.4%
Total Single Parent Households	217	6.8%	449	11.3%	4.5%
Nonfamily Households	2,084	65.0%	2,809	70.7%	5.6%
Total Households	3,204	100.0%	3,975	100.0%	~

Source: 1990 & 2000 US Census STF3A.

*Age Distribution***Table A-3: Age Distribution in Emeryville vs. Alameda County, 1990 - 2000**

	<u>1990</u>		<u>2000</u>	
	<u>Emeryville City</u>	<u>Alameda County</u>	<u>Emeryville City</u>	<u>Alameda County</u>
Under 18	12.7%	25.0%	11.4%	24.6%
18 - 24	12.7%	9.9%	14.2%	9.6%
25 - 34	26.6%	19.6%	24.9%	16.7%
35 - 54	30.2%	27.4%	31.5%	31.1%
55 - 64	9.2%	7.4%	9.1%	7.8%
65 and over	8.7%	10.6%	9.0%	10.2%
Median Age	34.4	32.7	35.2	34.5

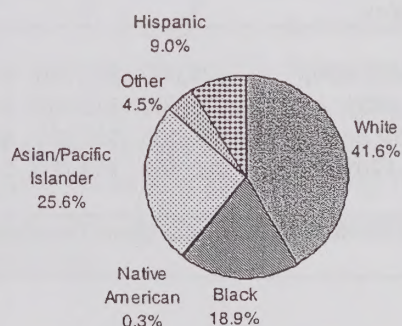
Notes: (a) Median calculated from grouped data.

Sources: 1990 & 2000 US Census, STF1A; National Decision Systems

Recent estimates from National Decision Systems (NDS), a private data provider, suggest that Emeryville's population is aging in place, with the City's median age increasing relative to the County. According to NDS, the City's residents had a median age of 37.1 years in 1997, 2.7 years higher than in 1990¹. Table A-3 presents the age distribution of Emeryville's population in comparison to Alameda County in 1990. As shown, Emeryville's population was, on average, relatively older than that of the County in 1990. The City had a much lower proportion of residents under the age of 18 than in the County, and a much higher percentage of residents in the 25 to 34 age cohort. As of the 1990 Census, the City also had large concentrations of residents in the 18 to 24, 35 to 54, and 55 to 64 age cohorts.

Race and Ethnic Characteristics

Like the rest of Alameda County, Emeryville is racially and ethnically diverse. Figure 1 displays the racial composition of the City in 2000. As shown, 41.6 percent of the City's residents were white in 2000, 18.9 percent were African-American, 25.6 percent were Asian, .3 percent were Native American, 9.0 percent were Hispanic, and 4.5% were of Other races.

Figure A-1: Emeryville Population by Race and Ethnicity, 2000

Income Characteristics

The 1990 income distribution reported for Emeryville is among the least accurate data available from the last full census as it is based on income tax returns filed by City residents in 1989. In the last ten years, the City's median income has likely risen relative to the County median due to a general improvement in the City's overall economic conditions. According to the census data, the City as a whole had a median household income of \$35,665 compared to \$37,544 in the County in 1990.

Table A-4 provides a more recent alternative measure of Emeryville's income versus the County and the neighboring cities of Berkeley and Oakland. As shown, ABAG estimates that Emeryville has a mean (arithmetic average) household income of \$61,100 at present compared to the County mean of \$66,800; this is higher than in either Berkeley or Oakland.

Although, on average, household incomes have been rising in Emeryville, a significant proportion of the City's households still fall in the low and very-low income categories. As defined by the U.S. Department of Housing and

Urban Development (HUD), a low-income household is one that earns 80 percent or less of area median income, while a very-low income household is defined as earning 50 percent or less of area median income. Table A-5 defines these income categories for Alameda County by household size for 2001.

In Emeryville, very-low and low income households include senior households, working families and households with special needs. The exact composition of Emeryville's low-income population, however, will not be known until the completion of the 2000 Census.

Table A-4: Mean Household Income

	1990	2000	2005
Alameda County	\$57,200	\$66,800	\$72,900
Emeryville	\$51,600	\$61,100	\$64,200
Berkeley	\$53,400	\$60,300	\$65,300
Oakland	\$46,100	\$54,000	\$59,500

Source: ABAG Projections 2000.

Although, on average, household incomes have been rising in Emeryville, a significant proportion of the City's households still fall in the low and very-low income categories. As defined by the U.S. Department of Housing and

Table A-5: 2001 Alameda County Area Median Income and Income Limits

Income Category	Number of Persons in Household							
	1	2	3	4	5	6	7	8
Very Low (0-50% AMI)	\$25,050	\$28,650	\$32,200	\$35,800	\$38,650	\$41,550	\$44,400	\$47,250
Low (51-80% AMI)	\$37,700	\$43,050	\$48,450	\$53,850	\$58,150	\$62,450	\$66,750	\$71,050
Area Median Income (AMI)	\$50,100	\$57,300	\$64,450	\$71,600	\$77,350	\$83,050	\$88,800	\$94,500
Moderate (81-120% AMI)	\$60,150	\$68,700	\$77,300	\$85,900	\$92,750	\$99,650	\$106,500	\$113,400

Source: Department of Housing and Urban Development, 1999.

III. HOUSING STOCK & NEIGHBORHOOD CHARACTERISTICS

Prior to 1970, Emeryville's residential areas were characterized largely by single-family homes and small apartment buildings, mainly located in the historic eastern neighborhoods. In the 1970s and early 80s, the City's housing stock grew significantly with the construction of Pacific Park Plaza and the Watergate condominiums. Together, these two complexes comprise 1,830 units, or 46 percent of the City's current housing stock. Today, Emeryville has a variety of housing types, from high-rise condominiums to medium-density mixed use complexes to live /work lofts.

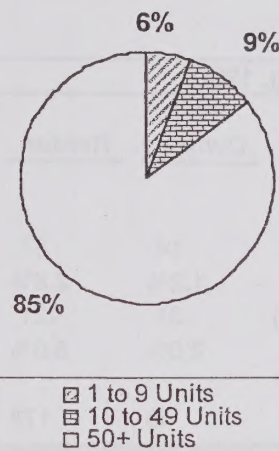
Map 1 in the main body of the Housing Element displays Emeryville's distinct residential neighborhoods. As shown, the City's major residential areas are concentrated in the North Bay Front and Peninsula, and in the North End and Triangle neighborhoods. In addition, there are a large a number of live/work and other mixed use developments scattered throughout the eastern and southeastern portions of the City.

Housing Stock by Units per Structure

Emeryville's housing stock consists mainly of large multifamily complexes concentrated in the western and southeastern part of the City, and smaller apartment complexes and single family detached units concentrated in the neighborhoods east of Hollis Street. Overall, the 1990 census reported that 56.7 percent of the City's housing units were in buildings with over 50 units, while fewer than 10 percent were single family detached units.

Since 1990, the City's housing stock has become even more heavily concentrated in buildings over 50 units. As shown in Figure 2, 84.9 percent of the units built in Emeryville over the past decade have been in large complexes of over 50 units.

**Figure 2: Housing Stock Added
1990-1999**



Source: City of Emeryville.

Rooms Per Unit & Overcrowding

Consistent with its low average household size and small percentage of family households, housing units in Emeryville tend to be quite small. Housing units with fewer than two bedrooms have historically predominated throughout the City, and since 1990 private construction has continued to emphasize smaller units, increasing the percentage of lofts and decreasing the percentage of one-bedroom units. Approximately an eighth (14%) of all new units added since 1990 have three bedrooms.

Overcrowding – defined as one or more persons per room excluding kitchens and bathrooms - was a problem for 6.9 percent of all Emeryville households.

As displayed below in Table A-6, only 3.7 percent of ownership households were either overcrowded or severely overcrowded in 1990. In comparison, 2.8 percent of renter units were somewhat overcrowded and 6.0 percent were severely overcrowded.

Table A-6: Overcrowding, 1990

	<u>Owner</u>	<u>Renter</u>	<u>Total</u>
# Overcrowded Units(a)	14	57	71
% Overcrowded Units	1.2%	2.8%	2.2%
# Severely Overcrowded(b)	31	121	152
% Severely Overcrowded	2.6%	6.0%	4.7%
Total # Overcrowded	45	178	223
Total % Overcrowded	3.7%	8.8%	6.9%

Notes: (a) Overcrowded housing units defined as those with 1.01 to 1.5 persons per room.

(b) Severely overcrowded units defined as those with 1.51 or more persons per room.

Source: 1990 US Census, STF1A.

Residential Densities

Table A-7 displays average residential densities in the City of Emeryville as of September 1999. With a total of 119.3 gross residential acres, the City's average residential density is 37.5 dwelling units to the acre. The western portion of the city is the most densely developed area while the southeast has the lowest average residential densities.

Table A-7: Emeryville Residential Densities 1999

<u>Area</u>	<u>Units (a)</u>	<u>Gross Residential Acres(b)</u>	<u>Units/Acre</u>
City	4,478	119.3	37.5
Northeast	531	20.7	25.7
Southeast	1,150	54.7	21.0
West	2,797	43.9	63.7

Source: City of Emeryville, 1999.

Notes:

(a) Totals may not match DOF estimates due to independent data collection methods.

(b) Lot area plus internal streets.

Table

A-8 further profiles residential densities in Emeryville by listing units per gross acre for major housing developments and residential neighborhoods. As shown, densities vary from 140 units/acre for Pacific Park Plaza to 12 units/acre for the Horton-Holden Lofts.

Table A-8: Residential Densities, 1999

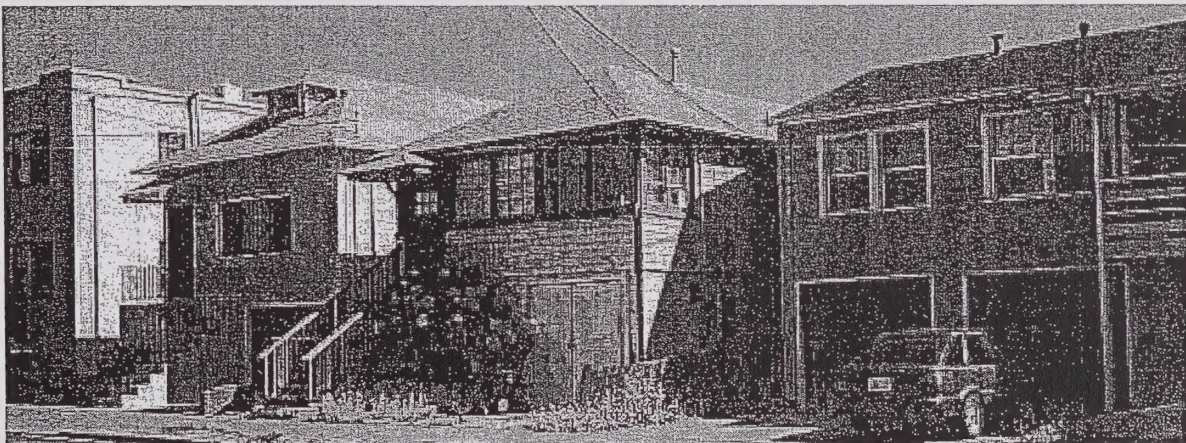
<u>Neighborhood or Complex</u>	<u>Units/Gross Acre(a)</u>
Pacific Park Plaza & Christie Commons	140
Emery Bay Club & Apartments	71
Watergate Condominiums	64
Bridgecourt Apartments	31
North of Powell Doyle-Vallejo	30
Triangle	22
Powell-53rd	18
Emery Bay Village	17
Horton-Holden Live/Work Buildings	12

Source: City of Emeryville Planning Department, 1999.

Notes: (a) Gross acre includes lot area plus public or private internal streets.

Housing Conditions

Table A-9 on the following page displays housing conditions in Emeryville's historic North End and Triangle neighborhoods as of September 1999. A walking survey identified most of the housing as in good to fair condition. About half of the buildings require minor repairs involving new paint, trash removal or security bars that open from the inside. Some units appear to need new roofs, and a few require repairs or maintenance on porches, stairs, windows, doors or trash removal. About 50 to 60 buildings (8 percent) appear to have major problems.



Housing in the Triangle Neighborhood

Table A-9: Emeryville Housing Conditions Survey, Older Neighborhoods

Buildings				Maintenance or Repairs Needed by Building Component (Number and Percentage Of Buildings Needing Work)							Level of Deterioration (Of Buildings Needing Work)			
Neighborhood	Buildings Surveyed	Number Need Work	Percent Need Work	Porches Paint/Exter. Security Roof & Stairs Surfaces Windows Doors Trash Bars							Minor Moderate Substantial Dilapidated			
				Roof & Stairs	Surfaces	Windows	Doors	Trash	Bars		Minor	Moderate	Substantial	Dilapidated
North of 47th	197	102	52%	23 23%	12 12%	70 69%	9 9%	5 5%	12 12%	22 22%	73 72%	22 22%	5 5%	2 2%
Triangle	254	148	58%	33 22%	14 9%	51 34%	4 3%	7 5%	6 4%	52 35%	121 82%	26 18%	0 0%	1 1%
Total	451	250	55%	56 22%	26 10%	121 48%	13 5%	12 5%	18 7%	74 30%	194 78%	48 19%	5 2%	3 1%

Dwelling Units				Maintenance or Repairs Needed by Building Component (Number and Percentage Of Units Needing Work)							Level of Deterioration (Of Units Needing Work)			
Neighborhood	Units Surveyed	Number Need Work	Percent Need Work	Porches Paint/Exter. Security Roof & Stairs Surfaces Windows Doors Trash Bars							Minor Moderate Substantial Dilapidated			
				Roof & Stairs	Surfaces	Windows	Doors	Trash	Bars		Minor	Moderate	Substantial	Dilapidated
North of 47th	396	204	52%	34 17%	20 10%	131 64%	12 6%	11 5%	23 11%	52 25%	142 70%	49 24%	11 5%	2 1%
Triangle	587	348	59%	55 16%	22 6%	122 35%	7 2%	10 3%	11 3%	87 25%	295 85%	50 14%	0 0%	3 1%
Total	983	552	56%	89 16%	42 8%	253 46%	19 3%	21 4%	34 6%	139 25%	437 79%	99 18%	11 2%	5 1%

Source: City of Emeryville Planning Department, 1999

Notes:

Minor: 1-3 minor problems; Moderate: 4+ minor problems or 1 major problem;

Substantial: 2+ major problems or 5+ minor problems; dilapidated: uninhabitable

IV. HOUSING TENURE

As indicated by the 2000 census, Emeryville had a markedly low percentage of owners versus renter households compared to the County. Over the past ten years, however, the City's owner tenure rate has decreased only slightly as conditions in the local real estate market have improved. Moreover, the City's First Time Homebuyer Program, initiated in 1990, has extended over 190 low interest loans to eligible low and moderate income households to make homeownership opportunities available to all segments of the Emeryville community.

Tenure by Race of Householder

As of the 1990 census, housing tenure varied significantly by race and ethnicity in Emeryville. While over 40 percent of

Table A-10: Tenure by Race and Ethnicity, 1990

	<u>Owner</u>	<u>Renter</u>
Number of Households		
White	813	1,083
Black	132	443
Native American	7	19
Asian or Pacific Islander	168	312
Hispanic	81	102
Other	11	56
Total	1,212	2,015
Percentage of Households by Race by Tenure		
White Households	42.9%	57.1%
Black Households	23.0%	77.0%
Native American	26.9%	73.1%
Asian or Pacific islander	35.0%	65.0%
Hispanic	44.3%	55.7%
Other	16.4%	83.6%
All Households	37.6%	62.4%

Source: 1990 US Census, STF3A.

Table A-11: Household Tenure by Age of Householder, 1990

Number of Households by Age Group		
	<u>Owner</u>	<u>Renter</u>
15 to 24	34	233
25 to 34	183	693
35 to 44	289	563
45 to 54	247	238
55 to 64	197	185
65 to 74	203	51
75 & Over	59	52
Total	1,212	2,015
% Households by Age and Tenure		
	<u>Owner</u>	<u>Renter</u>
15 to 24	12.7%	87.3%
25 to 34	20.9%	79.1%
35 to 44	33.9%	66.1%
45 to 54	50.9%	49.1%
55 to 64	51.6%	48.4%
65 to 74	79.9%	20.1%
75 & Over	53.2%	46.8%
Total	37.6%	62.4%

Source: 1990 US Census, STF3A.

Latino and White households in the City owned their homes in 1990, only 23 percent of African-American households and 35 percent of Asian households were owners.

Tenure by Age of Householder

In general, rates of homeownership rise with the age of the householder, and Emeryville is no exception to this rule. As reported by the 1990 Census, the households with the highest rates of homeownership were those with householders over the age of 45. Of the 365 households with senior householders, 262 (72%) owned their homes and 103 (28%) rented.

Tenure by Household Size

In 1990, 29 (27%) of Emeryville's 108 large households owned their homes, as shown in Table A-12. Large households are those with five or more members. Ownership rates range from 21% to 40% for various household sizes, with the higher rates for the smallest and largest household sizes.

Tenure by Age of Structure

Table A-13 provides an estimate of household tenure by building age based on the 1990 Census and current City

records. As shown, 42.8 percent of all owner households live in units constructed between 1970 and 1979, as compared to only 19.8 percent of renter households. Owner households are also heavily concentrated in dwelling units constructed from 1980 onward. Renter

Table A-12: Tenure by Persons in Unit		
Number of Units by Number of Persons		
	Owner	Renter
1 person	674	1029
2 persons	393	600
3 persons	72	199
4 persons	44	108
5 persons	12	45
6 persons	11	24
7 or more persons	6	10
Total	1,212	2,015
% of Units by Number of Persons		
	Owner	Renter
1 person	39.6%	60.4%
2 persons	39.6%	60.4%
3 persons	26.6%	73.4%
4 persons	28.9%	71.1%
5 persons	21.1%	78.9%
6 persons	31.4%	68.6%
7 or more persons	37.5%	62.5%
Total	37.6%	62.4%
Source: 1990 Census, STF3A.		

Table A-13: Tenure by Year Structure Built

Number of Units by Tenure Type		
Time Frame	Owner	Renter
April 1990 to September 1999(a)	212	558
1989 to March 1990	0	21
1985 to 1988	105	373
1980 to 1984	195	205
1970 to 1979	610	509
1960 to 1969	73	201
1950 to 1959	65	135
1940 to 1949	57	115
1939 or Earlier	107	456
Total	1,424	2,573
Percentage of Units by Tenure Type		
Time Frame	Owner	Renter
April 1990 to September 1999(a)	14.9%	21.7%
1989 to 3/1990	0.0%	0.8%
1985 to 1988	7.4%	14.5%
1980 to 1984	13.7%	8.0%
1970 to 1979	42.8%	19.8%
1960 to 1969	5.1%	7.8%
1950 to 1959	4.6%	5.2%
1940 to 1949	4.0%	4.5%
1939 or Earlier	7.5%	17.7%
Total	100.0%	100.0%
Notes: (a) Includes all units built in Emeryville from 4/90 through 9/99; tenure split is city estimate.		
Sources: 1990 US Census, STF3A; City of Emeryville Economic Development and Housing Dept.		

households, conversely, tend to live in a broader range of housing vintages, including both newer apartment buildings and single-family homes constructed before 1939.

V. HOUSING MARKET & INCOME RELATED TO HOUSING COSTS

According to the 1990 census, the average vacancy rate for all housing units in the City of Emeryville hovered near 11 percent, over twice the rate reported for Alameda County. Although the State Department of Finance still relies on these vacancy figures in estimating the number of occupied housing units in the City, vacancy rates have clearly fallen since the 1990 census. The 2000 census reports that Emeryville's average vacancy rate was 7 percent compared to 3.1 percent for Alameda County. From the mid-1990s onward, Emeryville's housing market has tightened significantly in line with increasing market demand for both rental and ownership units. At the same time, many formerly vacant units have been renovated and returned to productive use. Relying mainly on private data sources and in-house market research, this section provides a brief profile of the current residential market in Emeryville, along with an estimation of housing affordability for different income groups.

Rental Housing

Table A-14 profiles Emeryville's multifamily housing market based on data collected by RealFacts in September of 1999. In the four large apartment complexes surveyed by RealFacts, average rental rates ranged from \$959

for a studio unit to \$1,715 for a three-bedroom unit. The average occupancy rate at these complexes was over 99 percent.

Table A-14: Multifamily Rental Market

<u>Floor Plan</u>	<u>Total Units</u>	<u>Avg. Sq. Ft.</u>	<u>Avg. Rent</u>	<u>Rent/ Sq. Ft.</u>
Studio	276	515	\$959	\$1.86
1 BR/1 BA	388	789	\$1,193	\$1.51
2 BR/2 BA	141	982	\$1,543	\$1.57
3 BR/2 BA	122	1,230	\$1,715	\$1.39
Total	927			
Average Occupancy Rate			99.4%	
Note: Does not include income restricted units the Affordable Housing Set Aside Ordinance.				
Source: Real Facts, 1999.				

Table A-15: Sale Prices 1/01 - 8/01

Condominiums	
<i>High</i>	\$728,000
<i>Median</i>	\$277,500
<i>Low</i>	\$55,000
Single Family Homes	
<i>High</i>	\$295,000
<i>Median</i>	\$242,000
<i>Low</i>	\$166,000
Sources: MetroScan, 2001; City of Emeryville Department of Economic Development and Housing.	

Ownership Housing

Table A-15 displays high, median and low condominium and single family home prices in Emeryville based on full and verified sales recorded between January of 2001 and August of 2001. Over 95 percent of the sales recorded were for units in multi-family developments, making Emeryville unique in all of the Bay Area. The highest condominium or loft price recorded was \$728,000 while the highest detached home price was \$295,000. Median sale prices were \$277,500 for condominiums and \$242,500 for single family homes.

Housing Cost Burden

According to the standard HUD definition of excessive housing costs, if a household pays more than 30 percent of its monthly income on housing expenses it is considered burdened. For higher income households, this percentage is sometimes adjusted to 35 percent. Using these standards, data from the 1990 Census suggests that housing cost burdens for renters and

owners in Emeryville are lower than in Alameda County as whole.

A closer examination of the data, however, reveals major difference in average cost burdens across income groups. Table A-16 presents the percentage of cost burdened households in Emeryville by income group in 1990. As shown, 39.4 percent of all renter households in the City and 14 percent of all homeowner households were cost burdened in 1990. Less than 5 percent of moderate and above moderate-income renter households and less than 15 percent of moderate and above moderate homeowner households were cost burdened. The percentage of low, very-low and extremely-low income households with a cost burden was, not surprisingly, much higher.

Housing Costs Related to Income. As described above, current residential market conditions are driving rents and prices up, and vacancy rates down. This trend suggests that housing cost burdens may have increased substantially for many households in Emeryville since 1990. Given the current market-rate

Table A-16: Cost Burden by Income Group

Household Type	% Renters with Cost Burden	% Homeowners with Cost Burden
Extremely Low Income (0-30% AMI)	77.1%	100%
Very-Low Income (31-50% AMI)	81.8%	0%
Low Income (51-80% AMI)	57.5%	9.1%
Moderate Income (81-120% AMI)	3.4%	13.8%
Above Moderate	2.8%	13.7%
All Households	39.4%	14.0%
Source: 1990 US Census, STF3A.		
Note: Cost burden is rent or housing costs more than 30% of income.		

housing costs described in Tables A-14 and A-15 above, low and very-low income households face tremendous difficulties in finding units affordable at a reasonable cost relative to income.

Table A-17 profiles selected occupations by income category to provide a measure of the monthly housing expenses that typical Emeryville workers and their families can afford.

Units by Affordability Level

To address the needs of moderate, low and very low-income households, the City of Emeryville has been active in

promoting housing developments affordable to a broad range of income groups. Table A-18 displays housing unit production in the City of Emeryville between 1990 and 1998 segmented by affordability level. As shown, the City added 663 units between 1990 and 1998, more than half of which are permanently affordable to very-low, low and moderate income households. There are currently over 1,000 units in the development pipeline: the 102 unit Andante mixed-use project on San Pablo Avenue; the 50 unit Oliver Lofts Condo development on 65th Street; the 101 unit Terraces at Emery Station development; the 102 unit Promenade project on San Pablo Avenue; and a variety of other projects.

Table A-17: Representative Occupational Wages and Housing Expenses

Profession	Average Annual Wage	Percent of Area Median Income (a)	Maximum Affordable Housing Expense (b)
<i>Moderate Income Occupations (up to \$70,950 per year for a family of 3)</i>			
Computer Support Specialists	\$48,400	82%	\$1,412
Special Education Teachers	\$47,620	81%	\$1,389
Physician Assistants	\$53,730	91%	\$1,567
Urban and Regional Planners	\$54,200	92%	\$1,581
<i>Low Income Occupations (Up to \$43,000 per year for a family of 3)</i>			
Construction Trades Workers	\$42,430	72%	\$1,061
Electronic Engineering Technicians	\$39,110	66%	\$978
Legal Secretaries	\$36,280	61%	\$907
Kindergarten Teachers	\$35,120	59%	\$878
<i>Very-Low Income Occupations (Up to \$29,550 for a family of 3)</i>			
Travel Agents	\$23,650	40%	\$591
Bus Drivers	\$23,120	39%	\$578
Retail Salespersons	\$19,910	34%	\$498
Cashiers	\$19,190	32%	\$480
Notes: (a) Assumes one wage earner per family of three. (b) Maximum monthly housing expense defined as 35% of total income for moderate income households and 30% of total income for low and very-low income households. (c) Incomes based on 1999 HUD income limits for Alameda County			
Source: CA EDD Occupational Employment Statistics for the Oakland Primary Metropolitan Statistical Area, 1999.			

Table A-18: Housing Production 1990-1998

Target Income Group	Units Built	Units in Pipeline
Very Low	147	154
Low	134	77
Moderate	173	161
Above Moderate	209	603
Total	663	995
Demolished	-35	
Net Change	628	

Source: City of Emeryville, Department of Economic Development & Housing, 2000.

Section 8

For low income working households, Section 8 vouchers or certificates often represent one of the few options for attaining affordable housing. According to the Alameda County Housing and Community Development Department, there were 99 households with vouchers or certificates renting units in Emeryville at the end of 1999. Unfortunately, many units rented to families with Section 8 certificates or vouchers are at risk of conversion to market rate housing due to escalating real estate values. The 99

households currently receiving Section 8 assistance, thus, may form a significant source of demand for new affordable units constructed in Emeryville over the next six years.

VI. SPECIAL NEEDS POPULATIONS

This section describes groups in the City of Emeryville with a range of housing and supportive services needs, including the elderly, children, persons with various types of disabilities, persons with AIDS, and the homeless.

Families with Children

According to the 1990 Census, only 12.6 percent of all households in Emeryville had children under the age of 18, but recent data from the Census Current Population Survey indicates that those households with children in Emeryville may experience a significant rate of poverty. Based on data collected at the school district level, Table A-19 below provides a comparison of child poverty in the Emery Unified School District and

Table A-19: Poverty Estimates for Children in Northern Alameda County School Districts

	Population 1995	Children 5-17	Percent Children	Poor Children 5-17	Percent Poor Children
Albany School District	17,307	2,664	15.4%	185	6.9%
Berkeley School District	108,668	11,465	10.6%	1,753	15.3%
Emery Unified School District	6,077	551	9.1%	146	26.5%
Oakland School District	394,162	72,194	18.3%	23,799	33.0%

Source: US Census Bureau Small Area Income and Poverty Estimates, 4/99.

Notes:

(a) Poverty Defined by US Census according to varying income thresholds by household size and number of children.

A family of four with two children was considered poor in 1995 if it had an annual income of \$15,455 or less.

(b) Based on data collected for the purpose of distributing grants and other federal funds to local school districts.

three other Alameda County school districts. Out of a total of 551 school age children in the Emeryville Unified Scholl District in 1995, 146 (26.5 percent) lived in families with incomes below the federally defined poverty threshold. This compares to 33 percent in the Oakland School District, 15.3 percent in the Berkeley Unified Schools and 6.9 percent in the Albany School District.

Single Parent Families

State housing element law considers single mothers to have special needs. Single mothers often rely on one income to meet all household expenses, and, on average, women earn less than men in similar occupations. The 1990 Census identified 208 single-mother households in Emeryville. As indicated above in Table A-2, while only 6.5 percent of all Emeryville's households were headed by a single mother in 1990, most families with children in the City were single-parent families. If single parent families make up a similar share of Emeryville's current household population, there are approximately 488 single mother households in the City at present. As illustrated above in Table A-16, these households may often experience a significant housing affordability gap.

In addition to facing significant economic problems, single mother families are often vulnerable to displacement due to domestic violence. According to the Alameda County Homeless Continuum of Care Plan, assistance is available for only 10 percent of these families. Moreover, at present Emeryville offers

no facilities or programs for these families.

Large Families

The State also considers families with five or more members to have special housing needs - i.e., the need for affordable dwelling units with three or more bedrooms. According to the 2000 Census, only 3 percent of Emeryville households had five or more members whereas in 1998 approximately 9 percent of housing units had three or more bedrooms. As the housing market tightens, however, Emeryville's large family households may begin to face increasing difficulties in finding adequately sized units at affordable costs. It is also important to note the 2000 Census data for the adjacent City of Oakland, which showed that 19,891 people lived in families with five or more members. This constituted 13.2 percent of Oakland's population. This data demonstrates the need for large- family housing units within the region.

Elderly People

As of the 1990 Census, slightly fewer than nine percent of all Emeryville residents were 65 and over. Over the past two decades, however, Emeryville's senior population has been growing, with the age 75 and over cohorts experiencing the most rapid increases. According to the Census, more than 60 percent of these seniors lived on fixed incomes in 1990. For those seniors aging in place on fixed incomes, housing costs may rapidly be accelerating beyond their means.

In the 1994 report *Planning for Tomorrow*, the Alameda County Needs Assessment Oversight Committee documented that the overriding need of Alameda County seniors is to maintain independence during periods of illness or physical limitation. Within this overarching theme, the following priority needs were identified for seniors in northern Alameda County:

- Basic Needs such as Food, Housing and Income Assistance
- Individual/Community Safety
- In-Home Assistance
- Caregiver Support

As with seniors throughout the County, many Emeryville seniors have expressed their desire for a broader range of care options either in their current home, or at facilities close to homeⁱⁱ. No licensed residential care facilities for the elderly exist in the City of Emeryville at present. This means that as the City's senior population require assistance with activities of daily living such as bathing or grooming, they must look outside of their community to find the appropriate level of care.

Disabled People

Disabled households (either elder or non-elderly) include households that have members who are disabled because of a physical handicap or because of mental illness. In general, persons with disabilities have lower incomes, especially in those cases where the disability limits the ability to hold a job. Moreover, disabled people often experience significant barriers to finding

adequate housing due to physical or structural obstacles.

According to the 1990 US Census, 5.1 percent of Emeryville residents experienced some form of mobility impairment or difficulty performing an activity of daily living. Assuming that this proportion still holds, there are approximately 380 disabled Emeryville residents who may require some form of housing assistance. About a quarter of adult males are veterans; this proportion of disabled men are probably veterans as well.

Persons with HIV/AIDS

As with the elderly and disabled, people with HIV and AIDS often encounter significant housing problems, either due to limited incomes, or to the structural capacity of the housing supply to accommodate their physical needs.

Table A-20 presents data from 1998 on the number of people with AIDS living in Emeryville. As shown, there were 52 AIDS cases reported in Emeryville in 1998, the vast majority individuals over the age of 30. Assuming that 6 of these people live in the recently built Baybridge Apartments supportive housing project, there may be a remaining need for as many as 46 additional service-enriched units over the long term.

The 1995 Alameda County Multi-Year AIDS Housing plan reported that people with AIDS spent an average of \$84 a month on medical care. After accounting for housing costs, this scenario left a typical person with AIDS in Alameda

Table A-20: AIDS Cases in Emeryville, 1998

Age Group	# Cases	% Cases
Under 5	0	0.0%
5 to 12	0	0.0%
13 to 19	0	0.0%
20 to 29	8	15.4%
30 to 39	24	46.2%
40 to 49	15	28.8%
50 and Over	5	9.6%
Total	52	100.0%

Source: Alameda County Health Services Department, 1999.

County a deficit of \$257 a month in 1995. As one focus group participant said "if you only get \$600 from SSI you can't afford to pay \$500 in rent." Forty-eight percent of the respondents to the Multi-Year Plan survey said that they would become homeless without some form of supportive housing or ongoing financial assistance in addition to Supplemental Security Income (SSI).

Public Benefits Recipients

According to the Alameda County Social Services Agency, the distribution of public benefits recipients in Emeryville was as follows for the third quarter of 1999: 75 Calworks recipients; 251 medical only recipients; 135 food stamps recipients; and 17 General Assistance recipients. Based on these figures, the percentage of public benefits recipients in the City appears exactly in line with the City's current share of Alameda County's population.

Homelessness

The emergency shelter nearest to Emeryville is the Berkeley Emergency Food and Housing Project (BEFHP). It serves an average of 10 clients from Emeryville, with quarterly averages ranging from 5 to 16 in 1999 and 2000. This number is a likely reflection of the number of homeless people in Emeryville. Most general-purpose homeless shelters in the area have at least 30 beds. Emeryville does not have a large enough homeless population to support an efficient homeless shelter. Therefore, Emeryville contributes to BEFHP's operating budget, in order to cover the cost of providing shelter to homeless people from Emeryville.

Agricultural Workers

Some 60 Emeryville residents work in fishing, quarrying, plant nurseries, or small back yard gardens selling to restaurants. Some of these citizens may have lower-than-average incomes. In this urban city by the Bay, the housing needs of this group can be met by affordable housing anywhere in the city.

Teachers and Police Officers

Well qualified, locally resident public school teachers, police officers and fire fighters are essential to the well-being of the City as a whole. However, due to the low and moderate incomes of teachers and the moderate incomes of public service officers, these Emeryville public employees are being priced out of the Bay Area housing market.

Artists

Emeryville has had a long history of being a haven for local artists and craftspeople. However, due to their low and moderate incomes, Emeryville's artistic community is being threatened by a skyrocketing real estate market.

Approximately a quarter of the large family households own their homes, as do about four-fifths of the elderly households, as shown in Table A-11 and Table A-12.

Special Needs Summary

Table 21 provides current estimates of various special needs populations in Emeryville. Inasmuch as these estimates rely partially on the 1990 Census, they may over- or underestimate the actual population of certain groups. Seniors over the age of 65, for instance, likely represent a larger proportion of Emeryville's population at present than in 1990. Nonetheless, until the completion of the 2000 Census, the estimates provided in Table 21 can serve as one general measure of the number of people and households in the city with special housing needs.

Table 21: Special Needs Groups Estimates, 2000

Group	% Households/ Persons	# Households/ Persons
Households with Children (a)	12.6%	945
Single Mother Households (a)	6.5%	488
Large Family Households (a)	3.3%	248
Seniors 65+ (a)	10.6%	795
Persons with AIDS (b)	0.7%	52
Disabled Persons (c)	5.1%	383
Sources: ABAG, Projections 2000; US Census, STF 3A; City of Emeryville; County of Alameda Public Health Department.		
Notes:		
(a) Percentage based on data from 1990 census; numerical estimate of special needs group derived by applying 1990 percentage to current population estimate from ABAG.		
(b) From 1998 AIDS Epidemiology Report.		
(c) Estimate based on 1990 percentage of persons with mobility or self-care limitations, including seniors and children.		

VII. ECONOMIC CONDITIONS

Long a center of heavy industry, Emeryville's economic base has been transformed over the past decade as the City has become a center for high-technology companies, retail uses, and flexible office space. The City is also home to a large community of artisans and independent entrepreneurs who contribute to a lively and innovative economic climate. In general, economic conditions in the City are stronger than they have been at any other point in the last two decades.

base will grow to 2.5 percent by the year 2000.

Jobs Housing Balance

As a major employment center for the East Bay, Emeryville has a relatively high ratio of jobs to housing units.

Table

A-23 estimates the City's current jobs housing balance compared to Alameda County. As displayed, Emeryville has an estimated 4.36 jobs per resident compared to 1.37 jobs per resident in the County.

Table A-22: Total Jobs by Industry

	Alameda County		Emeryville		Emeryville as % of County
	#	%	#	%	
Agriculture and Mining	3,450	0.5%	60	0.3%	1.7%
Manufacturing and Wholesale	147,810	20.4%	6,070	31.5%	4.1%
Retail	115,710	15.9%	2,820	14.6%	2.4%
Service	277,070	38.2%	7,190	37.3%	2.6%
Other	181,750	25.0%	3,160	16.4%	1.7%
Total	725,790	100.0%	19,300	100.0%	2.7%

Source: ABAG Projections 2000.

Employment and Unemployment

According to the State Department of Employment Development, only 3.9 percent of Emeryville's labor force was unemployed in July of 1999 compared to nearly six percent in July of 1995.

Moreover, Emeryville has become a major engine of economic growth for all of northern Alameda County.

Emeryville's employment grew 34% from 14,390 in 1990 to 19,300 in 2000. As shown below in Table 22, ABAG projects that Emeryville's share of Alameda County's total employment

Table A-23: Jobs Housing Balance, 2000

	Emeryville	Alameda County
Employed Residents 2000	4,600	694,600
Total Jobs 2000	19,300	725,790
Total Housing Units 2000	4,431	531,166
Jobs/Housing Unit	4.36	1.37

Sources: CA EDD, 1999; ABAG Projections 2000; City of Emeryville, 2000.

At the same time that Emeryville has a high proportion of jobs to residents, the City is also among the most aggressive in Alameda County in pursuing new housing development. Table A-24

shows that for every housing unit occupied in the city between 2000 and 2005, 1.16 new residents will be added; this compares to one housing unit per every 5.06 new residents in the County over the same time frame.

Table A-24: Population Growth vs. Housing Unit Growth

	<u>Projected Population Growth 00-05</u>	<u>Projected Occupied Housing Unit Growth 00-05</u>	<u>Ratio of Population to Housing Growth</u>
Emeryville (a)	1,100	995	1.11
Alameda County (b)	110,500	21,820	5.06

Sources: ABAG, *Projections 2000*; City of Emeryville.
 Notes: (a) Occupied housing units represent planned and proposed units minus a 5 percent vacancy rate.
 (b) Occupied housing units represent projected number of new households in Alameda County from 2000 to 2005.

VIII. SUMMARY

As Emeryville makes the transition from an industrial City to a community at the leading edge of mixed-use infill development, the City's residential areas are undergoing significant changes. The City's neighborhoods - long stable enclaves of affordable rental and ownership housing - are now increasingly subject to the same rapidly escalating rent and price levels affecting the rest of the Bay Area. The City is diverse, growing, and increasingly prosperous, but a significant number of school age children live in poverty. At the same time, seniors, the disabled, and others with constrained resources often face mounting housing costs and limited service or care options. These facts and

others suggest that Emeryville faces the challenge of crafting policies that continue to support revitalization, while also preserving the ability of those with limited resources to maintain a place in the community.

To conclude, the following points highlight some of the most significant findings of this analysis relating to housing policy:

Population and Households

- Emeryville is in a period of unprecedented population growth.
- Average household sizes in the City are low overall, but are gradually increasing.
- The City has a large proportion of non-family households and families without children.
- A majority of Emeryville families with children are headed by a single parent.

Income and Tenure

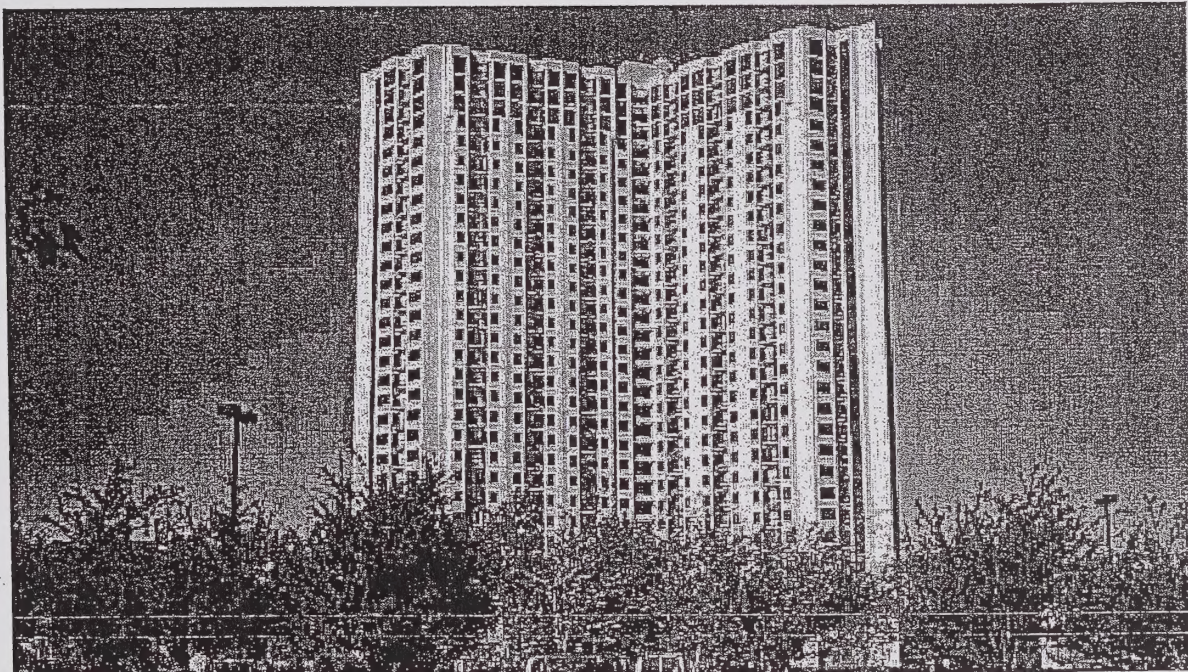
- Household incomes are, on average, lower than in the County as a whole, but are increasing compared to neighboring cities.
- Housing cost burdens in the City are high for most low-income households.

- Renter households predominate throughout the City.
- Homeownership rates vary dramatically by race and ethnicity with African-Americans having the lowest ownership rates and Hispanics the highest.

Housing Stock

- Emeryville's housing stock is increasingly concentrated in large multifamily developments of greater than 50 units.
- Over half of new units are lofts, studios or 1-bedroom units.
- Half of the units in the historic neighborhoods require some repairs, and some are seriously dilapidated.

APPENDIX B:
HOUSING RESOURCES AND CONSTRAINTS
REFERENCE TABLES



Pacific Park Plaza

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Table B-1. Residential Development Standards by Zoning District

Zoning District	Residential Uses (a)		Density		FAR (b) (Live/Work, Multiple Use)	Yards			Height (b)	
	Permitted By Right	Conditionally Permitted	By Right	Use Permit		Front	Side	Rear	By Right	Use Permit
			(per gross acre)			(feet)			(feet)	
R-M	Single-family Two-family Townhouse	Multi-family Second Unit Mobile Home	20	45	0.5, 1.3	10	3	15	30 40	55
R-H	Single-family Two-family Townhouse	Multi-family Second Unit Group Mobile Home	45	108	1.5, 2.0	5	3	15	55 95	80
M-U	None	Two-family Multi-family	45	60	1.5, 2.0	0	0	0	30 40 55 95	55 80 175
C-G	None	Multi-family	(c)		0.5, 0.7, 1.0, 1.5	0	0	0	30 40 55 95	55 80 175
I-L	None	Multi-family Townhouse	(c)		0.5, 0.7	0	0	0	30 40 55	55 80
I-G	None	None	(c)		0.5, 0.7	0	0	0	40	55

Notes: (a) Live-work is allowed in all districts (except Open Space and Shoreline Management).
It is not considered a residential use for purposes of density calculations.

(b) Floor area ratios (FAR) and height limits are shown on the Building Intensity and Building Heights Maps.
They do not correspond to Zoning District boundaries.

(c) The Zoning Ordinance is silent on residential densities in commercial and industrial zones.
The General Plan sets the density at 45 units per gross acre, except in selected locations where
high density development exists or can be accommodated in accordance with City policy.

Table B-2. Residential Development Standards That Apply City-Wide

Type of Standard	Residential Uses	Live/Work
Unit Size	500 sq. ft. minimum	750 to 2,000 sq. ft.
Open Space	No standard	36 sq. ft./unit, including recreation or community rooms, rooftop gardens, porches, etc.
Parking	Single-family: 2 covered spaces/unit 2- and Multi-family: Studio, 1 BR: 1 space/unit 2 or more BR: 1.5 spaces/unit 5 units or more: 1 space/4 units for guests	1.5 spaces/unit or 1,000 sq. ft., whichever is greater Plus 1 loading space/50,000 sq. ft.

Table B-3. Housing Projects Completed or Approved Since January 1999

Project Name	Total Units*	Very Low	Mod- Low	Mod- erate	Mar- ket	Acres	Density	Zoning District	Map Height Limit	CUP Height Limit
<i>Completed in 1999</i>										
Emeryville Warehouse Lofts	135	0	2	24	109	4.0	34	I-L	40	55
<i>Completed in 2000</i>										
Avalon Senior Apartments	67	66	0	0	1	0.9	74	C-G	40	55
Gateway Commons Townhouses	8	0	3	5	0	0.3	24	C-G	40	55
Dollar Lofts	20	0	0	0	20	0.5	43	M-U	30	
<i>Approved - Construction 2000-2003</i>										
Oliver Lofts	50	0	5	5	40	1.3	38	I-L	40	55
Emery Bay Lofts (Christie Av Condos)	62	0	0	12	50	0.6	102	M-U	40	55
Terraces at Emery Station	101	0	10	10	81	2.0	51	M-U	55	80
Remar Bakery (46th St.) Lofts	41	0	0	8	33	1.3	32	R-M	30	
Promenade Townhouses (SPA MU)	102	0	0	20	82	4.7	22	PUD		40
South Bayfront Town Center	350	0	35	35	280	8.0	44	PUD		80
Ocean Avenue Lofts	6	0	0	0	6	0.1	43	R-M	30	
Adeline Second Unit	1	0	0	0	1	0.1	20	R-M	30	
Beaudry Street Townhouses	4	0	0	0	4	0.1	35	R-M	30	
Key Route Lofts	17	0	0	0	17	0.3	52	C-G	30	
46th Street Lofts (Flecto)	45	0	3	6	36	0.6	80	R-M	30	
OLofts2	5	0	0	0	5	0.2	33	R-M	30	
Green City Lofts	31	0	0	6	25	1.0	31	R-M	30	
Andante Apartments (King Midas)	102	0	10	10	82	1.8	57	C-G	40	55
Doyle St Townhouses, Sunrise Site	26	0	0	1	25	0.5	50	R-M	30	
Liquid Sugar Housing	55	0	0	11	44	1.3	42	I-L	40	55
TOTAL 1999-2002	1228	66	68	153	941	29.6	41			
* in Emeryville										
Source: City of Emeryville, 2001										

Table B-4. Fee Schedule, Emeryville Planning Division

<u>DESCRIPTION</u>	<u>FEE</u>	
Publications, Document Charges		
Maps	\$	5.00
General Plan Map	\$	2.50
General Plan	\$	30.00
General Plan EIR	\$	15.00
Park Street Overlay Study	\$	10.00
Zoning Ordinance	\$	30.00
Photocopying Per Page	\$	0.10
Faxing, Per Page		
Within 510 and 415 Area Codes	\$	0.15
Other Area Codes	\$	0.25
Mailing		
Property Owner Mailing Lists	\$75.00	Plus personnel costs in excess of one hour
<u>Planning Fees</u>		
General Plan Amendment	Cost	\$3,000 Deposit \$2,000 Minimum Charge
Rezoning	Cost	\$3,000 Deposit \$2,000 Minimum Charge
Specific Plan		
Deposit Required	Cost	\$3,000 Deposit \$2,000 Minimum Charge
At City's discretion, a proportional fee may be charged as part of a development application within an existing Specific Plan area, pursuant to CA Govt. Code Section 65456		
Planned Unit Residential Development		
Residential, non residential or mixed use Development of 50,000 Sq Ft or Less	Cost	\$1,000 Minimum Charge
PUD proposed at 50,001 or more Sq Ft	Cost	\$3,000 Deposit \$2,000 Minimum Charge

DESCRIPTIONFEE

Conditional Use Permits

Residential, less than 3 units	\$500 Flat Rate	
Residential, 4 to 10 Units	\$750 Flat Rate	
Residential 11 or more units	Cost	\$2,000 Minimum Charge

Non-residential

Minor, less than 10,000 sq.ft or involving minimum changes to previous uses or amendments to existing minor use permits	\$500	
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Master use permits and amendments to master use permits	Cost	\$2,000 Minimum Charge
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Master Use Permit Compliance Review
or administrative review of permitted uses
within an overlay district.

\$50 (If combined with zoning compliance
Review for Business License this fee applied &
no separate zoning compliance fee is required.)

Sign Applications

Administrative Review, including review of compliance with a master sign program or a minor change to existing sign including change of message only	\$100	
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Fascia signs, temporary signs, awnings or perpendicular signs	\$200	
--	-------	--

Freestanding signs, monument signs or roof mounted signs	\$500	
---	-------	--

Master sign programs	Cost	\$1,000 Deposit \$500 minimum
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Variances

Minor Variance:

Setback encroachment, minor lot coverage exception, two or fewer parking space exception, or other minor request for variance to a development standard	\$500	
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Major Variance:

Parking variance of three or more spaces, height, FAR, major request for a development exception	Cost	\$1,000 Minimum
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[page 3 of planning fees]

<u>DESCRIPTION</u>	<u>FEE</u>	
<u>Design Review</u>		
Administrative and residential less than 3 units	\$200	
Minor Design Review: for all other buildings less than 10,000 sq.ft. and minor exterior remodeling of any size	\$500	
Major Design Review: for all other new residential and non residential structures and renovation and remodeling involving major design and/or exterior changes	Cost	\$2,000 Minimum
<u>Subdivision/Parcel Maps or Parcel Map Waiver</u>		
	\$1,000	Base fee plus cost of any technical assistance such as engineer's review.
	and	
one to five lots/units	\$50	Per Lot/Unit
six to ten lots/units	\$100	Per Lot Unit
More than fifteen lots	\$100	Per Lot/Unit
Certificate of Compliance	\$500	
<u>Assessment District Apportionment</u>		
required for lot configuration changes for parcels in the West Emeryville, Bay Shellmound or East Baybridge Assessment Districts.		
Lot Line Adjustments/Minor Parcel Map Waivers	\$ 250.00	
Subdivisions/Parcel Maps (10 parcels or Less)	\$ 1,000.00	
Subdivisions/Parcel Maps (more than 10 parcels)	\$ 2,000.00	Plus \$25 Per Parcel Over 20 Parcels

DESCRIPTIONFEEEnvironmental Review

Initial Study	\$1,000 minimum	plus actual cost of any technical assistance and staff time.
Preparation of Negative Declaration	Cost	plus actual cost of any technical assistance and staff time.
Environmental Impact Report	Cost	Actual cost including staff time.
Mitigation Monitoring Program	Cost	Actual cost including staff time.
Environmental Document Filing Fee (General)	\$ 35.00	Per notice (\$25 to Alameda County plus \$10 processing fee)
Filing Fees Required by State Department of Fish & Game		
Negative Declaration	\$1,275	
Environmental Impact Report (EIR)	\$875	

Administrative Fees

Appeals	\$ 100.00	Administrative decisions
	\$ 200.00	Appeals to Council
Time Extensions (Permit Applications)	\$100	If Granted Administratively
	One half original fee \$500 maximum	If Planning Commission or City Council consideration is required
Zoning Compliance	\$35	

DESCRIPTIONFEENOTES

- 1) The cost of processing applications includes all direct personnel costs in all appropriate departments including Planning & Building, Economic Development and Housing Public Works, Fire and Police. Personnel costs include actual salary plus fringe benefits and indirect overhead.
- 2) All applications that are charged on a cost recovery basis require an initial minimum charge to be paid at the time of filing. If the costs incurred in processing an application exceed this minimum fee, the City will bill the applicant for this additional amount, except for charges that are less than \$25.
- 3) An assessment District Apportionment is required for lot configuration changes for parcels in West Emeryville, Bay Shellmound or the East Bay Bridge Assessment Districts.
- 4) If more than one application is being filed, such as a conditional use permit and design review, the highest minimum charge will be required, with the applications processed concurrently at cost.

Table B-5.

FEE SCHEDULE

EMERYVILLE BUILDING DIVISION

(updated 1/2/98)

BUILDING PERMITS - (INCLUDES GRADING AND DEMOLITION PERMITS)

Valuation \$1 - \$ 50,000	1% of Valuation of all Construction Costs
\$50,000 - \$250,000	1% of Valuation to \$50,000 Plus .75% of Valuation \$50,000 - \$250,000
Over \$250,000	1% of Valuation to \$50,000 Plus .75% of Valuation \$50,000 - \$250,000 Plus .50% of Valuation Over \$250,000
Partial Permit -(Phased Job)	Add 25% to Each Permit After the Initial Permit

PLAN CHECK - (TO BE PAID WITH SUBMITTAL OF APPLICATION)

Initial Review Plus Review of One Resubmittal	65% of Building Permit Fee 50% for Residential Under \$100,000
Additional Resubmittals and/or Changes to Approved Plans	In-House - \$45 Per Hour - 1 Hour Minimum Outside Consultant - Consultant's Hourly Fee Plus 15%

ENERGY CONSERVATION - (TO BE PAID WITH SUBMITTAL OF APPLICATION)

Review of Title 24, Energy Conservation Documentation	12.5% Of Building Permit Fee (Only if Title 24 Is Required for the Project)
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ELECTRICAL, PLUMBING, MECHANICAL PERMITS - (WITH BUILDING PERMIT)

(For work shown on plans submitted for a Building Permit when the equipment is required for the use and maintenance of the structure.)

Electrical	20% of Building Permit Fee
Plumbing	18% of Building Permit Fee
Mechanical	17% of Building Permit Fee
Sewer Connection Fee (Credit Given for Traps Removed)	\$746 Per Dwelling Unit or \$149.20 Per Trap

ELECTRICAL, PLUMBING MECHANICAL PERMITS - (NO BUILDING PERMIT)

(For work not associated with a building permit, or equipment not required for the use and maintenance of the structure.)

Electrical, Plumbing & Mechanical	1% of Contract Price
Minimum Permit Fee	\$45

S.M.I.P. - (STRONG MOTION INSTRUMENTATION PROGRAM - State Mandated Fee -Charged with each Building Permit)

1 To 3 Story Residential	Valuation x 0.0001 = Fee Amount
All Other Construction	Valuation x 0.00021 = Fee Amount

GRADING, DEMOLITION AND SIGN PERMITS

Grading Permit	1% of Contract Price
Plan Review Of Grading Plans	65% of Permit Fee

MICROFILM FEES

Project Valuation to \$100,000	8.5" x 14" = \$.50 Per Page
Project Valuation to \$100,000	Larger Than 8.5" x 14" = \$1.00 Per Page
Project Valuation Over \$100,000	1% of Building Permit Fee
Copy From Microfilm to Paper	Cost Plus 15%

OTHER INSPECTIONS AND FEES

Inspection Outside of Normal Business Hours	\$45/hr. (2 hr Min)
Second Reinspection of Work Made Necessary By Faulty or Incorrect Work	\$45 Each Reinspection
Inspection For Re-connection of Utilities	\$45
New Business License - Inspection of Premises	\$45
Pre-construction Site Consultation	\$45
Special Reports or Letters Requested For Code Enforcement Actions	\$45

FIRE DEPARTMENT FEES

Sprinklers Hood & Duct Systems, Spray Booths	Fees Are Calculated Exactly Like Building Permit Fees, With a Minimum Fee of \$45.
Fire Dept. Review of Construction Plans (Occupancies Under the Jurisdiction of the State Fire Marshall)	30% of Building Permit Fee

MINIMUM PERMIT OR PLAN CHECK FEE - \$45 (applies to Building, Electrical, Plumbing, Mechanical, Grading, Fire Permits and In-House Plan Checks)

NOTE: Fees for **TRAFFIC IMPACT**, **ART IN PUBLIC PLACES**, or the **BAY/SHELLMOUND**

ASSESSMENT DISTRICT may apply to your project. For guidelines and calculations of these fees please consult the Building Division. The sewer connection fee is \$149.20 per trap or \$746.00 per dwelling.

Table B-6. Traffic and School Fees

TRAFFIC IMPACT FEES (New Fees Effective As of June 2, 1998)			
USE	FEE	USE	FEE
RESIDENTIAL (per dwelling unit)		Restaurant - High Turnover	\$ 5,224.00
Single Family Dwelling	\$ 819.00	Restaurant - Fast Food	\$ 12,579.00
Condos	\$ 438.00	Restaurant - Fast food Drive thru	\$ 161,050.00
Apartments	\$ 503.00	Service Station (per pump)	\$ 2,884.00
Live Work (per Unit)	\$ 972.00	Car Wash (per stall)	\$ 2,512.00
Hotel (per room)	\$ 334.00	Supermarket	\$ 4,994.00
COMMERCIAL (per 1000 sq.ft.):		Convenience Market	\$ 23,312.00
Offices < 100,000 sq. ft.	\$ 1,968.00	Bank	\$ 13,872.00
Offices 100,000 - 500,000 sq. ft.	\$ 1,010.00	MANUFACTURING	
Offices > 500,000 sq. ft.	\$ 895.00	Light Industry	\$ 730.00
Corporate Headquarters Bldg.	\$ 10,100.00	Manufacturing	\$ 551.00
Medical Office	\$ 2,017.00	Warehousing	\$ 380.00
Hospital	\$ 633.00	Industrial Park	\$ 686.00
Research Center	\$ 784.00	OTHER (per 1000) sq.ft)	
RETAIL/COMMERCIAL (Per 1000 sq. ft.)		Movie Theater	\$ 2,366.00
General Retail < 100,000 sq. ft.	\$ 3,523.00	Tennis Courts (per court)	\$ 1,683.00
General Retail 100,000 - 300,000 sq. ft.	\$ 2,199.00	Racquet Club	\$ 1,866.00
General Retail > 300,000 sq. ft.	\$ 1,850.00	Day Care Center	\$ 5,727.00
Nursery/Garden Center	\$ 952.00	Nursing Home	\$ 156.00
Restaurant - Quality	\$ 3,603.00		

SCHOOL DISTRICT FEES			
TYPE OF PROJECT	AREA	FEE/SQ.FT.	TOTAL FEE
Commercial		\$ 0.31	\$ 0.00
Residential		\$ 2.05	\$ 0.00

School Facilities Development Fees are due and payable at the Building division at the time of issuance of the first building permit for the project. An applicant who believes the fee is not justified shall pay the fee and appeal directly to the School district.

Table B-7. Housing Developers*Nonprofit Developers:*

Affordable Housing Associates
1250 Addison Street, Suite G
Berkeley, CA 94702
(510) 649-8500

Allied Housing
22245 Main Street, Suite 200
Hayward, CA 94541
(510) 881-7310

Bridge Housing Corporation
One Hawthorne Street, Suite 400
San Francisco, CA 94105
(415) 989-1111

Building Opportunities for Self
Sufficiency (Boss)
2100 Martin Luther King Jr. Way
Berkeley, CA 94621
(510) 848-3378

East Bay Asian Local Development
Corporation (EBALDC)
310 8th Street, #309
Oakland, CA 94607
(510) 287-5353

East Bay Habitat for Humanity
2619 Broadway
Oakland, CA 94612
(510) 251-6304

Ecumenical Association for Housing
(EAH)
2169 East Francisco Blvd., Suite B
San Rafael, CA 94901
(415) 258-1800

Eden Housing
561 A Street
Hayward, CA 94541
(510) 582-1460

FESCO
22215 Main Street, #104
Hayward, CA 94541
(510) 886-5473

Jubilee West
1485 8th Street
Oakland, CA 94607
(510) 839-6776

Mercy Charities Housing California
1028A Howard Street
San Francisco, CA 94103
(415) 487-6825

Mid-Peninsula Housing Coalition
658 Bair Island Road, Suite 300
Redwood City, CA 94603
(650) 299-8000

Northern California Land Trust
3126 Shattuck Avenue
Berkeley, CA 94705
(510) 548-7878

Oakland Community Housing, Inc.
405 14th Street, Suite 400
Oakland, CA 94612
(510) 763-7676

Resources for Community
Development (RCD)
2131 University Avenue, #224
Berkeley, CA 94704
(510) 841-4410

Satellite Senior Homes
2526 Martin Luther King Jr. Way
Berkeley, CA 94704
(510) 647-0700

Spanish Speaking Unity Council
1900 Fruitvale Avenue, #2A
Oakland, CA 94601
(510) 535-6900

Shelter, Inc.
1070 Concord Avenue, Suite 200
Concord, CA 94520
(925) 827-3598

For-Profit Developers:

A.F. Evans Development Inc.
100 Bush Street, Suite #925
San Francisco, CA 94104
(415) 393-5250

Catellus Residential Group
5000 Hopyard Road, Suite 190
Pleasanton, California 94588
(925) 469-2561

The John Stewart Company
2310 mason Street
San Francisco, CA 94133
(415) 391-4321

Emergency Housing Resources:

Alameda County Social Services
(510) 639-1269

American Red Cross
(510) 307-4400

Battered Women's Alternatives
(888) 215-5555

East Bay Community Law Center
(510) 548-4040

ECHO Housing
(510) 836-4826

Eden I&R
(510) 537-2552

Emergency Services Network
(510) 451-3138

Sentinal Fair Housing
(510) 836-2687

United Way - Help Link
(800) 273-6222

Table B-8.

Inventory of Housing Units in Project Area with Restrictions on Occupancy or Affordability per Recorded Agreements, or Conditions, Covenants, and Restrictions

Agency Name: City of Emeryville Redevelopment Agency										Project Name: 1976 Shellmound Areas							
Project			Total Units	Units Reserved for				Units Restricted by				Units Occupied by				Financing	Earliest
Type	Project Name/ Address	Owner Name/ Address		Elderly				Income Only				Ineligible Households				Subsidy	Affordable
O/R				VL	L	M	AM	VL	L	M	AM	VL	L	M	AM	Sources	Term Date
O	First Time Homebuyer Program	Various	153	0	0	0	0	4	15	134	0	0	0	0	0	RDA	*
O	Vacant Housing Program	Various	6	0	0	0	0	0	4	2	0	0	0	0	0	RDA	**
O	Owner Rehab Program	Various	25	0	0	0	0	3	7	15	0	0	0	0	0	RDA/CDBG	***
R	Emery Glenn 6200 Doyle Street	ACHA 22491 Atherton Hayward, 94541	36	0	0	0	0	36	0	0	0	0	0	0	0	OTH HA	N/A
R	Emery Villa 4320 San Pablo Avenue	Bridge Housing 1 Hawthorne San Francisco, 94105	50	49	0	0	0	0	0	0	1	0	0	0	0	RDA HUD 202	2047
R	1265 Ocean Ave.	ACHA 22491 Atherton Hayward, 94541	6	0	0	0	0	6	0	0	0	0	0	0	0	RDA/CDBG HOME	2026
R	Emery Bay Apt II	Bridge Housing 1 Hawthorne San Francisco, 94105	260	0	0	0	0	52	52	0	156	0	0	0	0	RDA	2024
R	Triangle Court	RCD 2131 University, #224 Berkeley, 94704	20	0	0	0	0	9	11	0	0	0	0	0	0	RDA, HOME Sec. 8	2052
R	Mod/Rehab Program	Various	17	0	0	0	0	15	2	0	0	0	0	0	0	RDA, Sec. 8	Various
R	Rental Rehab Program	Various	20	0	0	0	0	12	7	1	0	0	0	0	0	RDA, CDBG	Various
R	Bridgecourt	Catellus	220	0	0	0	0	22	66	0	132	0	0	0	0	RDA, Bonds	2027
R	East Bay Bridge	RCD 2131 University, #224 Berkeley, 94704	6	0	0	0	0	6	0	0	0	0	0	0	0	RDA, HOPWA	2027
O	64th Street	Various	5	0	0	0	0	0	3	2	0	0	0	0	0	RDA	2009

* In accordance with Section 33334.3(F) (2), this program allows sale of property prior to 10 years. In order to protect the Agency's investment and promote long term ownership, loans are subject to the following guidelines:

1. Upon sale, the Agency receives repayment of principal and interest and a share of appreciation;
2. Agency has right of first refusal to buy unit;
3. Loan is forgiven if buyer resides in unit over 30 years; and
4. Repayments are returned to revolving loan fund to originate new loans.

** These units have a resale control restriction which provides that:

1. Resale prices increase in accordance with increases in the CPI.
2. The subsequent purchaser must be in the same income category as the original purchaser; and
3. The Agency has the right of first refusal.

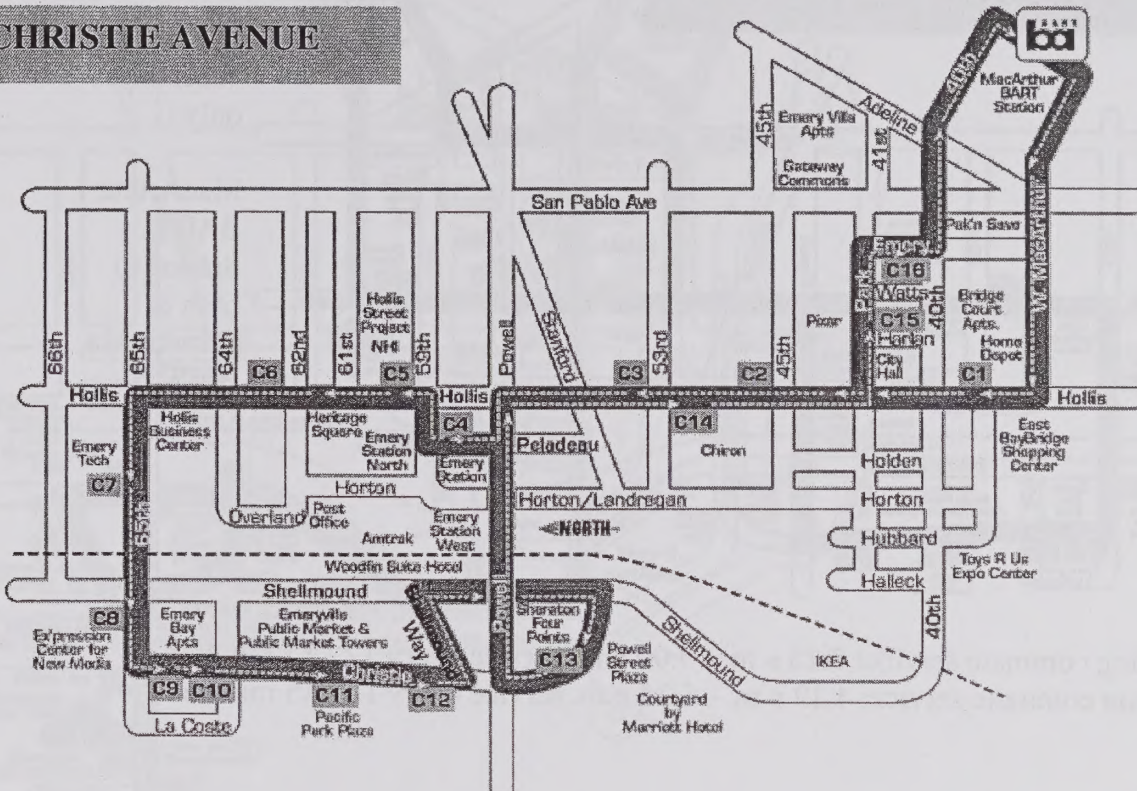
*** In accordance with Section 33334.3(f) (2), this program allows the sale of property prior to ten years. However, in order to protect the Agency's investment, borrowers execute a Security Promissory Note, secured by a Deed of Trust, in an amount equal to 25% of the rehab loan amount. This amount decreases incrementally over time, until year ten, after which it is forgiven.

Figure B-1

Emery-Go-Round

Route Descriptions and Maps

CHRISTIE AVENUE



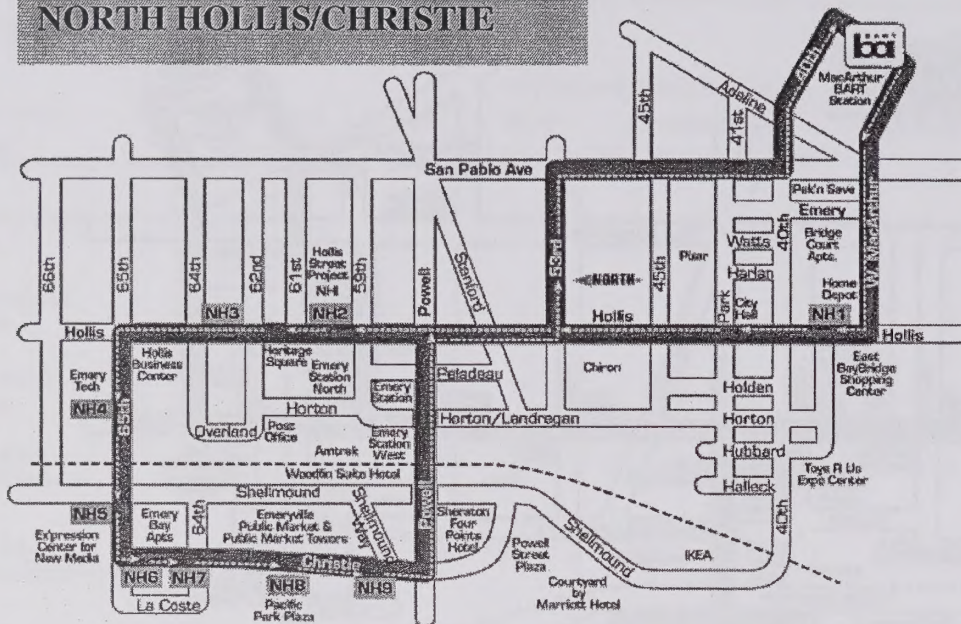
MacArthur BART Station to
65th & Christie via Hollis St.

Weekday Schedule	Early morning service: 5:46 a.m. - 7:04 a.m. service every 13-30 minutes
	Late morning service: 9:15 a.m. - 10:30 a.m. service every 15-18 minutes
	Midday service: 10:30 a.m. - 4:00 p.m. service every 30 minutes
	Evening service: 6:50 p.m. - 9:45 p.m. service every 15-40 minutes
Holiday Schedule	Early morning service: 6:30 a.m. - 9:30 a.m. service every 30 minutes
	Late morning service: 9:30 a.m. - 10:30 a.m. service every 30 minutes
	Midday service: 10:30 a.m. - 4:00 p.m. service every 30 minutes
	Evening service: 6:50 p.m. - 8:00 p.m. service every 30 minutes

Emery-Go-Round

Route Descriptions and Maps

NORTH HOLLIS/CHRISTIE



Weekdays
only

MacArthur
BART
Station to
65th &
Christie via
Hollis St

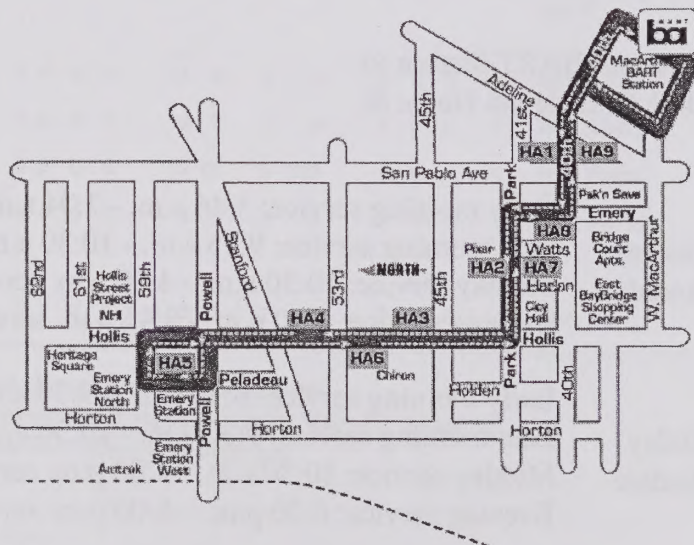
Morning commute service: 7:18 a.m. - 9:00 a.m. service every 12 - 15 minutes

Evening commute service: 4:19 p.m. - 6:35 p.m. service every 12 - 15 minutes

HOLLIS/AMTRAK

Weekdays only

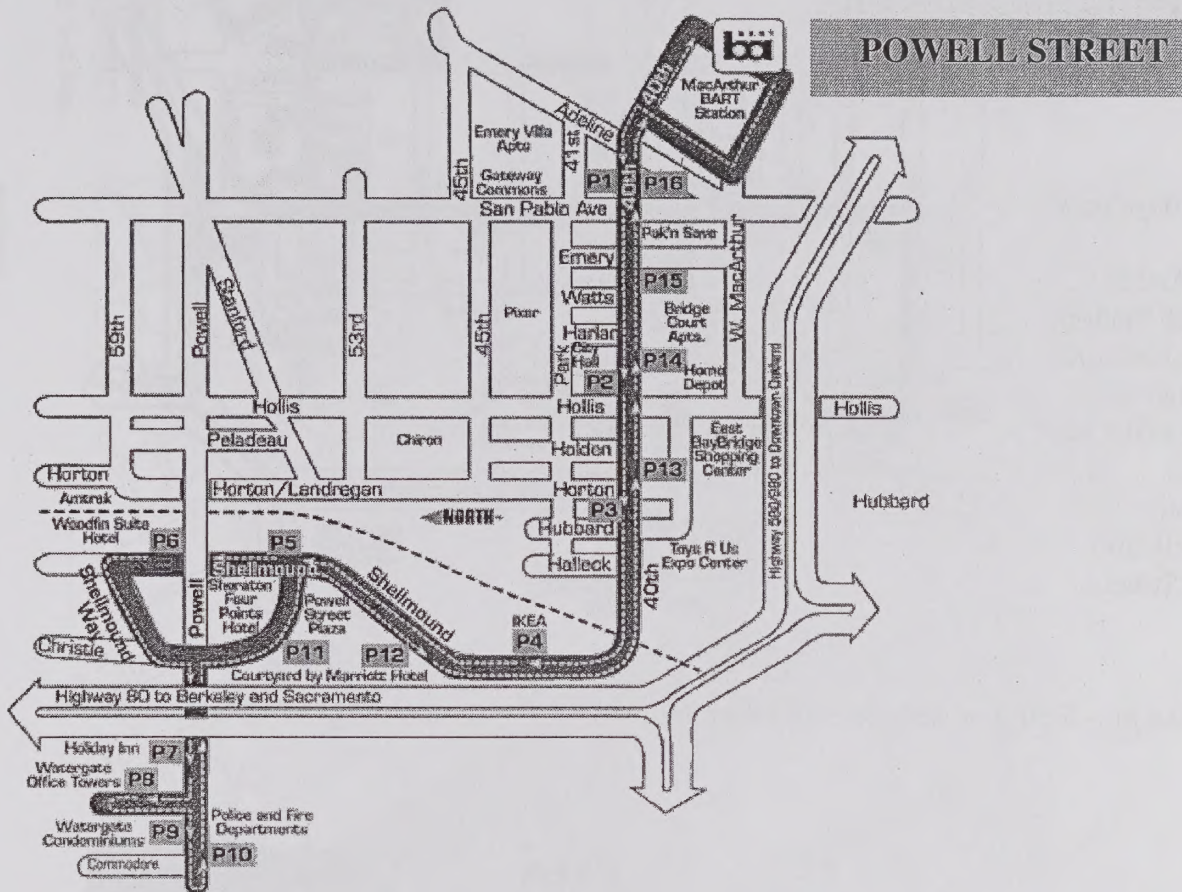
MacArthur
BART Station to
Chiron and
Emery Station
via Hollis St.



Morning commute service: 7:16 a.m. - 9:01 a.m. service every 12 - 15 minutes

Evening commute service: 4:13 p.m. - 6:35 p.m. service every 12 - 15 minutes

Route Descriptions and Maps



MacArthur BART Station to Watergate Office Towers and Condominiums via 40th Street and Powell Street.

Weekday Schedule: Morning hours: 6:30 a.m. - 10:00 a.m. service every 10-17 minutes
Midday hours: 10:00 a.m. - 4:00 p.m. service every 30 minutes
Evening hours: 4:00 p.m. - 9:35 p.m. service every 11-30 minutes

Holiday Schedule: Morning Hours: 6:30 a.m. - 10:00 a.m. service every 30 minutes
Midday hours: 10:00 a.m. - 4:00 p.m. service every 30 minutes
Evening hours: 4:00 p.m. – 8:00 p.m. service every 30 minutes

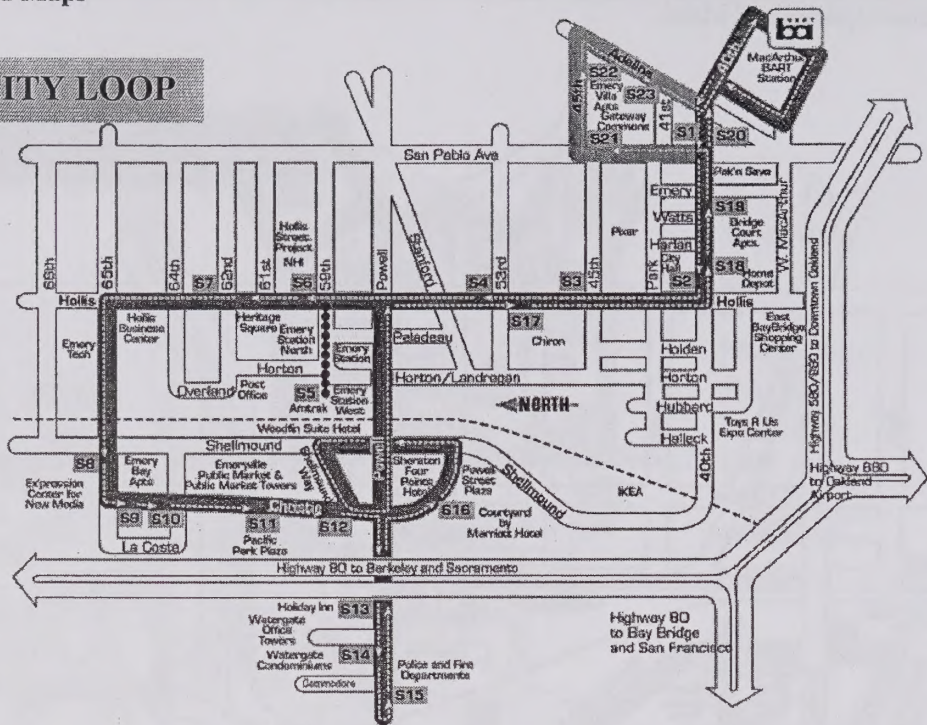
Emery-Go-Round

Route Descriptions and Maps

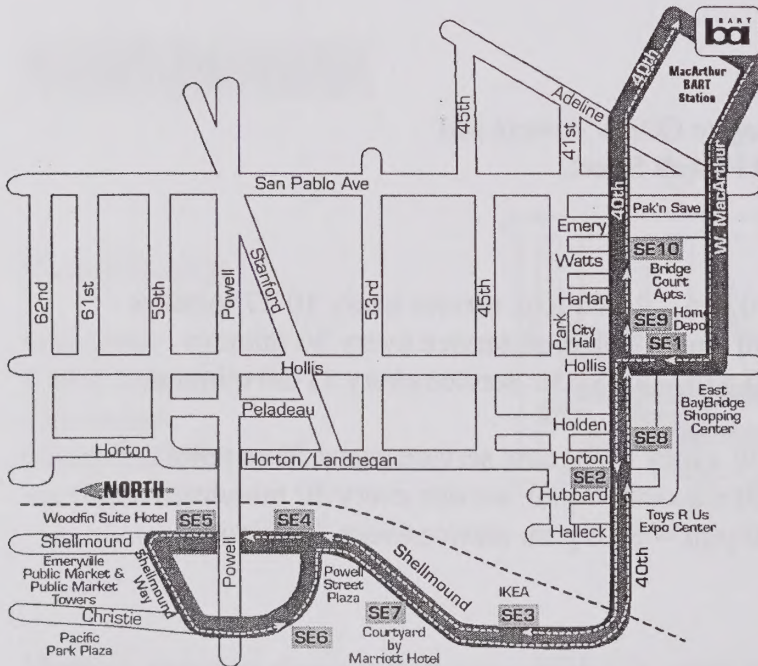
SATURDAY CITY LOOP

Saturdays only

MacArthur BART Station to destinations throughout Emeryville via Hollis, Christie, Powell, and 40th Streets.



10:00 a.m. - 5:30 p.m. service every 45 minutes



SATURDAY SHOPPER EXPRESS

Saturdays only

MacArthur BART Station to IKEA and Powell Street Plaza via 40th and Shellmound Streets.

10:00 a.m. - 5:30 p.m. service every 30 minutes

W:\plan_bldg\mira\emery-go-round\emery-go-round

Map B-1. Zoning Districts
City of Emeryville
Zoning Districts Map



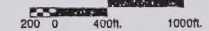
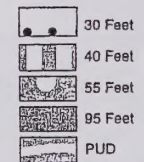
- PUD Planned Unit Development
- R-M Medium Density Residential
- R-H High Density Residential
- C-G General Commercial
- I-L Light Industrial
- G-I General Industrial District
- M-U Mixed Use
- O-R Outdoor Recreation
- S-M Shoreline Management
- P-U Public Utilities

200 0 400ft. 1000ft.



Map B-2. Height Limits City of Emeryville

Building Heights Map



Map B-3. Building Intensity
City of Emeryville

Building Intensity Map



APPENDIX C: GLOSSARY



Avalon Senior Apartments

GLOSSARY

Accessibility. Design that enables disabled people to easily enter, exit and use a place, building or dwelling unit.

Adaptability. The ability of a dwelling unit to be easily adapted to accommodate a disabled person.

Affordable housing set-aside requirement. A requirement set forth in Section 9-4.62 of the Emeryville Zoning Ordinance that requires the developer of a project containing 30 or more dwelling units to provide 20% of those units as affordable to moderate, low or very low income households.

Affordable unit. A unit that a moderate, low or very low income household could pay for with 30% or less of its income.

Area median income (AMI). A measure of household income defined by the U.S. Department of Housing and Urban Development annually for each county, by household size. Median income is the level at which half the households have higher incomes and half have lower incomes than the median. In Alameda County, the 2001 AMIs were \$50,100 for a one-person household, \$57,300 for a two-person household, \$64,450 for a three-person household, \$71,600 for a four-person household, \$77,350 for a five-person household and \$83,050 for a six-person household.

Assisted living. Housing with services such as transportation, personal care, housekeeping, meals and personal emergency response, to help residents live independently.

Association of Bay Area Governments (ABAG). The council of governments for the nine-county Bay Area; members include Alameda, Contra Costa, Solano, Napa, Sonoma, Marin, San Francisco, San Mateo and Santa Clara counties and the cities within their boundaries.

Bond funding. Money raised by a government issuing certificates of debt.

California Housing and Community Development Department (HCD). The state agency that assesses, plans for and assists communities to meet the needs of low and moderate income households.

California Housing Finance Agency (CHFA). A state agency that sells revenue bonds and generates funds for the development, rehabilitation and conservation of low and moderate income housing.

California Community Reinvestment Corporation. A nonprofit consortium of 47 California banks that makes mortgages for affordable rental housing projects.

Census. Official population count every ten years by the federal government.

City Council. The legislative branch of a city government. The City Council is elected by the voters. The Emeryville City Council has five members. The Council adopts resolutions, plans and ordinances; appoints Planning Commission members; and hears appeals to Planning Commission decisions. In most cities including Emeryville, the Council Members also sit as the Redevelopment Agency.

Community Development Block Grants (CDBG). Grants made by the U.S. Department of Housing and Urban Development under Title I of the Housing and Community Development Act, which specifies that communities of over 50,000 people are entitled to receive direct federal funding while other communities may apply for discretionary funding. Emeryville is a member of the Alameda County Urban County, which forms an entitlement jurisdiction. In Emeryville, the grants are used for public services, community development, and housing rehabilitation for low and moderate income residents.

Community Preservation Task Force. A task force composed of members from the Emeryville City Council and several City departments, which works to help and encourage owners of deteriorating or unkempt properties to approve their livability and appearance.

Conditional Use Permit. A permit issued by the Planning Commission approving a use or height limit on a specific property, subject to a set of conditions, following a noticed public hearing.

Cost burden. Housing cost of more than 30% of household income.

Deferred loan. A loan where payment is not required until a date when a borrower is considered able to afford repayment.

Demographics. Data pertaining to population characteristics, such as size, growth, density, distribution, age, race, ethnicity and income.

Density bonus. An increase in the number of housing units per acre up to 25% above what the Zoning Ordinance would otherwise allow, which the City may consider for residential projects meeting the Affordable Housing Set-Aside requirement.

Density. The number of dwelling units per gross acre, for residential uses.

Disabled person. A person with a long-term physical, mental or emotional impairment that substantially impedes his or her ability to live independently and could be improved by more suitable housing conditions.

Dwelling unit. A room or group of rooms (including sleeping, eating, cooking and sanitation facilities but only one kitchen) that constitutes an independent housekeeping space, occupied or intended for occupancy by one household on a long-term basis.

Elderly person. A person who is at least 62 years of age.

Environmental impact report. Under the California Environmental Quality Act (CEQA), a report on the significant impacts of a project on the environment; any unavoidable, irreversible or growth-inducing significant impacts; mitigation measures to minimize the significant impacts; and alternatives to the project. CEQA requires a 30-day public review period and a published response to comments.

Fair share housing need allocation. A periodic distribution of housing need through a three-step process: (1) the State issues a total to each region based on population projections; (2) the regional council of governments (in Emeryville's case the Association of Bay Area Governments, ABAG) distributes the total to each city and county based on economic and population projections and local policies; and (3) the regional council of governments distributes the total in each city and county by income category. This time ABAG distributed the units by income category such that each jurisdiction is asked to accommodate a percentage of moderate, low and very low income households that is half-way between its existing percentage and the regional average.

Familial status. Whether a household has children and whether the members are related by blood or marriage.

Family. U.S. Census: A household in which at least two people are related by blood or marriage. State of California: An individual or a group of persons living together who constitute a single-family housekeeping unit in a dwelling unit, not including a fraternity, sorority, club or other group of persons occupying a hotel, lodging house or institution.

Feasible. Capable of being done successfully, considering the physical and financial abilities of the implementer(s).

Findings. The results of an investigation and the basis upon which decisions are made; used by a government agency or body to justify action taken by the entity.

First right of refusal. The right to bid on a property before it is put on the open market.

First Time Home Buyers Program. A Redevelopment Agency program that provides down payment assistance through low-interest, deferred-payment second mortgages to low and moderate income home buyers purchasing a home in Emeryville. The program provides up to 1.5 times the buyer's contribution to the down payment, up to 15% of the purchase price.

Floor area ratio (FAR). The allowed ratio of building floor area to lot area; a measure of commercial building intensity. For example, an FAR of 0.5 would allow a 5,000 square foot building on a 10,000 square foot lot.

General Plan. A legal document stating city (or county) policies regarding long-term development, in the form of maps and text. State Government Code Section 65301 requires that the General Plan be adopted by the City Council (or County Board of Supervisors). The plan must contain seven elements: housing, land use, open space, conservation, safety, circulation and noise. Emeryville's General Plan also contains economic development, air quality, energy,

cultural and historic resources, and hazardous materials elements.

Gross acres. The number of acres in a neighborhood or complex, including public and private streets within the neighborhood or complex, as well as land devoted to buildings and open space.

Home occupation. A commercial activity conducted solely by the occupants of a dwelling unit in a manner incidental to residential occupancy.

HOME Investment Partnership Program. A federal program to increase decent housing for very low and low income households, under Title II of the National Affordable Housing Act.

Household. One or more persons occupying a housing unit.

Housing stock. The physical residential properties in a city.

Housing Element. One of seven mandatory elements of a city's general plan, required by California Government Code Article 10.6 to meet the statewide goal of "providing decent housing and a suitable living environment for every California family." The Housing Element must

identify needs, goals, policies, quantified objectives, sites, financial resources and scheduled programs for the preservation, improvement and development of housing for all economic segments of the community.

Housing Authority. An agency established under state law, with powers to manage certain federal subsidies (including Section 8) and to develop and manage affordable housing. Emeryville is served by the Alameda County Housing Authority.

Housing Rehabilitation Program. A Redevelopment Agency program that offers loans and grants for rehabilitation. The program offers home owners and landlords low-interest or deferred-payment loans for major rehabilitation, and grants for minor accessibility improvements, paint, cleanup, security bar retrofit and lighting. The program offers landlords loans for seismic retrofit and minor repairs. It offers home owners grants for major accessibility improvements. The program is available to very low, low and moderate income home owners, and to landlords renting at least half of their units to very low, low and moderate income tenants. Landlords must enter 15-year rent limitation agreements to receive loans or grants from this program.

Housing Committee. One of several committees appointed by City Council to advise Council on various topics. The Housing Committee has 13 members (if all positions are filled), including two Council members and one Planning Commissioner.

Initial study. A study to determine whether a project may have a significant effect on the environment, under the California Environmental Quality Act (CEQA). An Initial Study can list impacts that would be significant without mitigation, and mitigation measures that would reduce the impacts to a less than significant level.

Jobs-housing ratio. The number of jobs in an area divided by the number of employed residents. A ratio greater than 1.25 indicates a net in-commute.

Jobs-housing balance. The availability of affordable housing for employees.

Jurisdiction. A local government; a city or county.



Large family. A household with five or more members including at least two related persons.

Leverage. To use one source of funds to obtain other funds for a project.

Limited equity co-op. A residential complex bought by the residents, who limit resale prices.

Live/work unit. An area in a building that contains a dwelling unit attached to or integrated with a commercial or light industrial use, where at least one occupant of the dwelling unit is primarily engaged on the premises in the commercial or light industrial use, not including home occupations.

Low income household. A household earning between 50 % and 80 % of the Area Median Income.

Low and Moderate Income Housing Fund. A Redevelopment Agency fund composed of 20% of the redevelopment tax increment for redevelopment areas; this fund must be spent on low and moderate income housing according to state law.

Low Income Housing Tax Credit. A federal program that gives owners of qualified low-income rental housing developments a tax credit against their federal income tax liability for 10

years.

Major accessibility grant. A grant of up to \$5,000 to make a dwelling unit handicapped accessible; this amount is generally sufficient to build a wheelchair ramp.

McKinney Act. A set of federal program to support housing programs for people in need of shelter, including the Supportive Housing and Shelter Plus Care programs.

Minor repair grant. A grant of up to \$1,000 to remedy unsafe living conditions such as leaky plumbing, broken windows, faulty light switches or unsafe electrical wiring, defective water heaters, or inadequate door and window locks.

Mitigated Negative Declaration. A document stating that a project would not have a significant impact on the environment if listed mitigation measures are completed, under the California Environmental Quality Act (CEQA).

Moderate income household. A household earning between 80% and 120% of the Area Median Income.

Mortgage revenue bonds. Bonds that are repaid by the revenues from mortgage payments. Usually issued by a government agency as tax exempt bonds with low interest rates, making the mortgages available to affordable housing developers or purchasers at low interest rates.

Multiple-use project. A development project that includes various uses, such as commercial and residential, on a single site.

Ordinance. A law or regulation adopted by a city or a county.

Overcrowded unit. A residential unit containing more than one inhabitant per room.

Passive solar energy. The use of building design to collect and store heat from the sun and to use the sun's heat for natural ventilation. Design for passive solar energy maximizes the use of the sun's energy through such features as large south windows, heat-absorbing materials and natural ventilation (as opposed to active solar energy which uses mechanical means such as pumps in solar collectors to capture solar energy).

Planning Commission. An entity created by a city or county to make decisions in planning matters. Its members are appointed by the City Council or County Board of Supervisors, and its decisions can be appealed to the appointing body. The Emeryville Planning Commission has seven members, including two members who are not residents but do business in the city.

Poverty. Receipt of less income than the poverty levels set by the U.S. Census Bureau based on household size and number of children. The income cutoffs are updated each year to reflect the change in the Consumer Price index. The 1999 poverty levels are shown in Table G-1.

Table G-1. Poverty Thresholds in 1999

Size of Household	Number of Related Children				
	None	One	Two	Three	Four
One person under 65	8,667				
One person 65 or over	7,990				
Two persons, both under 65	11,156	11,483			
Two persons, one or both 56 or over	10,070	11,440			
Three persons	13,032	13,410	13,423		
Four persons	17,184	17,465	16,895	16,954	
Five persons	20,723	21,024	20,380	19,882	19,578
Six persons	23,835	23,930	23,436	22,964	22,261
Seven persons	27,425	27,596	27,006	26,595	25,828
Eight persons	30,673	30,944	30,387	29,899	29,206
Nine persons or more	36,897	37,076	36,583	36,169	35,489

Source: U.S. Census Bureau, Current Population Survey.

Redevelopment Agency. The local public entity created under California Redevelopment Law to plan, develop, clear, reconstruct and/or rehabilitate all or part of a specified area with residential, commercial, industrial and/or public structures and facilities. The Redevelopment Agency's plans must be compatible with adopted community general plans. In most cities, including Emeryville, the Redevelopment Agency is composed of the City Council members.

Regional housing need. The California Department of Housing and Community Development projects housing need for each region based on population projections. The regional council of regional need by income category based on economic and population projections, which in turn are based in part on local policies.

Rehabilitation. The repair, preservation and/or improvement of substandard housing. Improving, altering, modernizing or modifying an existing structure to make it safe, sanitary and decent and/or bring it up to Building Code standards.

Residential unit. A building or area in a building that is used exclusively for residence and possibly a home occupation.

Resourceful Building. A model condominium project that Emeryville built with funding from the Alameda County Waste Management Authority to demonstrate the use of energy-efficient and materials-efficient design.

Section 8 Programs. Programs of the U.S. Department of Housing and Urban Development (HUD) in which HUD contracts with local public housing authorities (in Emeryville's case the Alameda County Housing Authority) to provide rental assistance to very low income households.

Seismic retrofit. Modifications that improve a building's ability to withstand earthquakes, such as foundation bolting, shear walls and water heater straps.

Senior housing. Typically one- and two-bedroom apartments or condominiums designed to meet the needs of persons 62 years of age or older or, if more than 150 units, 55 years of age and older, and restricted to occupancy by them.

Senior. A person who is at least 62 years of age.

Service enriched. Services for special needs populations, such as transportation, counseling, case management, child care and job training, to facilitate the independence of residents.

Set-aside. In this context, housing units that meet the Affordable Housing Set-Aside requirement.

Shelter Plus Care. A McKinney Act federal program to provide service enriched housing for people with two of the following problems: mental illness, substance abuse, and AIDS.

Single Room Occupancy Housing (SRO). A residential property in which some or all units do not contain bathroom or kitchen facilities. Typically, each room is 80 to 250 square feet, with a sink and closet.

Site characterization. In the context of brownfield development, description of contamination on a site.

Small household. A household of one to four persons.

Special needs groups. Categories of household types that frequently require assistance, including disabled, elderly, large families, single mothers, and those in need of emergency shelter.

Supplemental Security Income (SSI). A federal income support program administered by the Social Security Administration providing monthly cash assistance to persons who have disabilities and limited income and resources.

Supportive Housing. Housing, including units and group quarters, that has a supportive environment and includes a planned service component.

Tax exempt bond. A bond whose interest is not taxable to the investor, enabling the issuing government to pay a lower interest rate than it would on taxable bonds.

Tax increment. The increase in property taxes within a redevelopment area that results from the increase in property values.

Tenure. Whether a dwelling unit's occupant(s) own or rent their unit.

Title 24 of the State Administrative Code. A state law that sets standards for energy efficiency, handicapped access and other aspects of new construction.

Transitional housing. Shelter provided for an extended period, often as long as 18 months, and generally integrated with social services and counseling programs to assist residents in the transition to self-sufficiency through the acquisition of a stable income and permanent housing.

U.S. Department of Housing and Urban Development (HUD). A cabinet-level department of the Federal government that administers housing and community development programs.

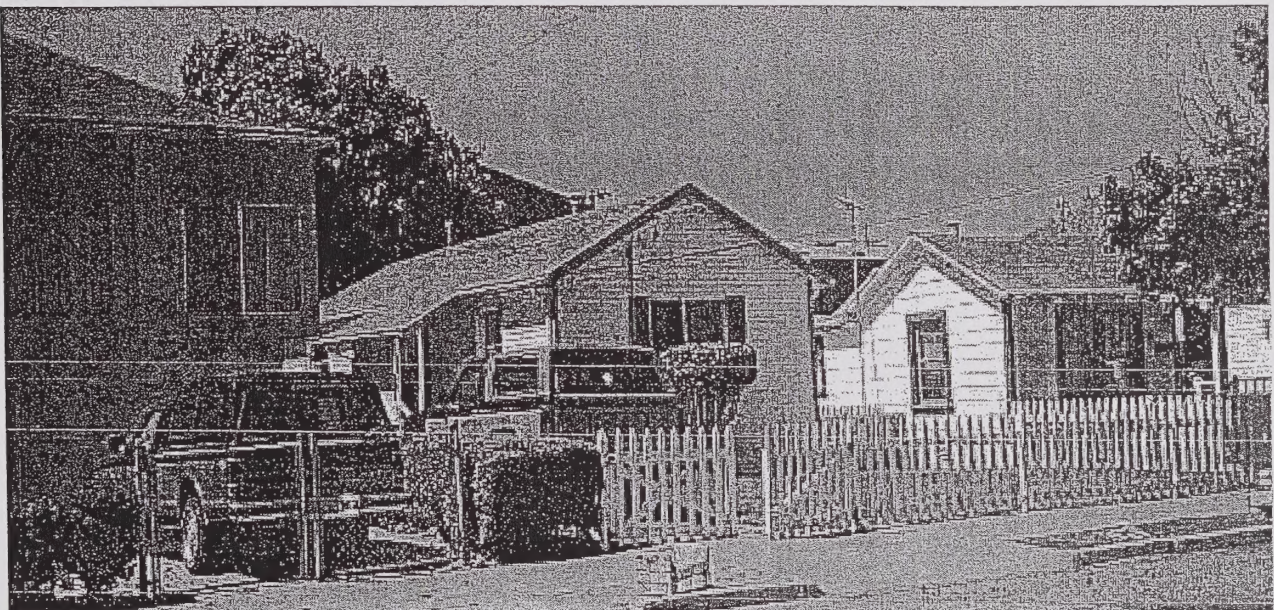
Use permit. See Conditional Use Permit.

Vacant Housing Program. A Redevelopment Agency program that purchases dilapidated vacant properties in the historic neighborhoods, and builds housing for sale to first-time home buyers.

Very low income household. A household earning 50% or less of the Area Median Income.

Zoning district. A section of a city for which land use, building and parking standards are uniform.

Zoning Ordinance. Chapter 9 of the Emeryville Municipal Code. This chapter governs land uses, building sizes, parking requirements, project design, project review procedures and other regulations implementing General Plan policies regarding development.



Houses in the North neighborhood

APPENDIX

Emeryville General Plan

The following materials constitute an appendix to the Emeryville General Plan as revised and adopted in 1992. The materials represent major portions of the general plan which was adopted by the City in 1987. The Housing element portion, however, has been deleted in its entirety since a revised housing element, in a separate document, was adopted by the City in 1990. The appendix differs from the 1987 plan in that all policies are deleted as well as direct references to those policies. In addition, certain topical material with no current relevance has been deleted. What remains has value in providing background and more detailed information upon which the 1992 policies have been based.

The 1987 plan was designed to function as its own Environmental Impact Report as allowed under California statutes. The material which served this function is retained in the appendix and provides the environmental documentation for the 1992 plan.

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CHAPTER I: INTRODUCTION

A. PURPOSE OF A GENERAL PLAN

A general plan is a long-range statement of public policy primarily for the use of private and public land within a community's boundaries. As indicated by its name, a general plan is not a detailed, parcel-specific policy statement. Instead, it establishes a generalized pattern of future land use and transportation and provides guidance on how to achieve the desired development pattern.

The general plan reflects the aspirations and values of Emeryville residents and is adopted by their elected representatives. It is a mechanism by which a community may articulate its values, determine their relative importance, and assess their comparative long-term implications. There are no "correct," "right," or "ideal" general plans, but only plans which more or less reflect a particular set of values.

State planning law provides a detailed procedure for the adoption of general plans, the intent of which is to allow individuals opportunities to be heard in an attempt to persuade others to accept or acknowledge their values. In exchange for these opportunities, all participants share in the responsibility to accept and support the policies which are incorporated in the adopted plan. Once adopted, these policies become the basis for day-to-day decisions by elected and appointed officials. By this means, the values reflected in the general plan policies shape and form the community and quality of life sought by its residents.

As a consequence, a general plan will not always reflect the existing land use pattern. Its function should not be confused with that of an existing land use map, which is a parcel-specific documentation of land uses as they exist. In contrast, a general plan may ignore individual, small-scale differences in land use and present a generalized picture which represents the dominant land use character of an area. In other instances, the plan may show the transition of an existing land use to a new, different land use. Finally, the general plan attempts to show land use over a relatively long time period.

B. CONTENTS OF THE PLAN

Although general plans are often thought of as primarily concerned with land use decisions, land use is intimately related to other subjects which must also be considered in the planning process and the general plan. State planning law (Government Code Sections 65302-65303) requires policies dealing with land use, circulation, housing, open space, conservation, safety, and noise. In addition, general plans may contain other optional elements if the community so chooses. Plans must cover all territory within the boundaries of the adopting city or county. For Emeryville, the planning area includes all incorporated territory, both public and private, within the city limits shown in Figure I-1. Because planning issues may extend beyond political boundaries, State Planning Law allows a local government to indicate its concern for the future of the lands under its neighbor's jurisdiction. Thus, in some instances, particularly as they relate to transportation, Emeryville's General Plan makes proposals for development/improvements in Oakland and Berkeley.

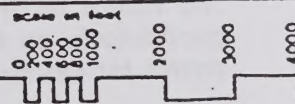


Figure I-1
GENERAL PLAN AREA

EMERYVILLE GENERAL PLAN

SEDWAY COOKE ASSOCIATES

Urban and Environmental Planners and Designers



C. USE OF THE PLAN

Key Terms

The General Plan consists of text and maps. Certain key terms are used repeatedly throughout the text, and their understanding is required in order to use the Plan. These key terms are described below.

A goal is a broad, generalized expression of commonly held community values. Since a goal is broadly stated, disagreement regarding it tends to be uncommon. Objectives are similar to goals, and frequently the two terms are used interchangeably. As used in the General Plan, an objective is a more narrowly drawn and concrete expression of community intent. One goal may imply two or more objectives, each responsive to a particular aspect of the more broadly stated goal. For example, a community goal might be "protection of natural resources." A related objective could be "encourage more efficient use of energy." Other objectives related to this goal might address air quality, water quality, wildlife habitat, etc.

A policy is a fairly precise statement of how public regulatory powers and fiscal resources will be exercised and allocated over time to achieve a specific objective. Policies may be expressed in text as guidelines or standards, maps, diagrams, or some combination thereof. It is important to note that some policies are more specific than others. Examples of policies relating to the previous examples of a goal and an objective include "land use patterns which can be easily served by public transit should be encouraged" and "the energy efficiency of existing residential structures should be increased through public education and financial assistance to low- and moderate-income families."

The policies contained in the Plan are expressed in terms of "shall" or "should." There is an important distinction between these two terms. As used in the Plan, "shall" indicates an unequivocal commitment, while "should" indicates a slightly less rigorous commitment to be followed in the absence of compelling, countervailing factors specified in the General Plan.

The final link in the chain running from an objective to its physical realization is provided by implementation. Implementation programs and measures are concerned with the specific actions necessary to execute or carry out policy. Examples of implementation programs include revision of sign ordinances, development of a capital improvements program, or allocation of budget to rehabilitate housing.

Time Frame and Plan Revisions

Traditionally, general plans projected an ultimate land use pattern and established a date for its achievement. These "end-state" general plans presented many problems, the most significant of which were unresponsiveness to changing conditions and the difficulty of implementing an end-state land use pattern which provided little or no guidance concerning the day-to-day phasing of development.

End-state plans have largely been replaced by plans using time frames of 10, 15, or 20 years. The Emeryville General Plan reflects a 20-year time horizon. To provide for flexibility and responsiveness to change, the Plan also requires a comprehensive review and revision, if appropriate, at 5-year intervals; except the housing element which by law must be revised not less than every five years. This periodic update will allow the Plan to always maintain at least a long-range 15- to 20-year perspective.

The periodic review of the Plan does not require a total overhaul. Once adopted, the Emeryville General Plan establishes a basic policy framework which must be followed over time. The purpose of reviewing the Plan every five years is to allow it to adjust in response to: changing conditions, both internal and external to the City; the availability of more recent planning data; and shifts in community values. Only under the most extraordinary circumstances, such as a major local disaster, a national emergency, or the complete failure over a long span of time to periodically review the Plan, would a thorough and total overhaul be necessary.

If appropriate, the City may amend all or part of its adopted general plan. Mandatory elements may be amended up to four times in any calendar year, unless special conditions apply as defined by Government Code Sections 65358(c) and (d).

Plan Maps and Their Interpretation

Before a General Plan official map shall be given direct regulatory effect, it must be translated into a more precise map, usually a zoning ordinance map, with legally definable boundaries. The principal rule to be followed is one of common sense. Taking a comprehensive view of all relevant Plan policies, the result must further the intent of these policies in a practical, workable, and sound manner.

At times, it may be necessary to review data maps which were used to prepare official maps in order to determine how a Plan map expresses the relevant policies. Usually, the data maps are at the same scale as the Plan maps, and they can provide useful insights into the policy rationale for the boundary lines delineated on the Plan map. Inspection of the Plan map should clarify whether Plan designations appear to follow physical boundaries, either natural or man-made, and non-physical, man-made

boundaries, e.g., section lines, city limits. No attempt should be made to measure distances of areas on the Plan map.

Once a definable and legally describable boundary has been preliminarily established, it should be compared with any other non-physical boundaries in the vicinity, such as property ownership lines, political entity boundaries, section lines, etc. Applying the common sense rule, impractical or unusual preliminary boundaries should be revised, provided this is consistent with Plan policies.

Use of the Plan by Officials and Citizens

The General Plan is designed to be used by elected and appointed City officials on a daily basis in making decisions with direct or indirect land use implications. It is also to be used by officials and staff of other government agencies—federal, state, and local—and to provide a framework for interjurisdictional coordination of planning efforts. The Plan is designed for frequent consultation, and failure to use the Plan will quickly cause it to become out-of-date and irrelevant.

City residents and property owners are expected to be major users of the Plan. Members of these groups may choose to use the Plan as it regards a particular geographic area or as it addresses a particular subject of interest to them. In either instance, the Plan must be used comprehensively, and Plan objectives and policies must be viewed in the context provided by all other relevant objectives and policies. To assist the reader in taking this comprehensive approach, the Plan elements are cross-referenced to each other, and each element group contains an introduction explaining the relationship of its elements to those of the other groups.

D. THE PLAN AND THE REGULATORY SYSTEM

California law provides local governments with a variety of regulatory mechanisms and administrative procedures for implementing general plans. These implementation tools must be based on policies contained in the plan. Provisions of state planning law requiring consistency between the general plan and its implementation programs are briefly described below.

Zoning Regulations

The General Plan should not be confused with the zoning ordinance map. A zoning ordinance map is a parcel-specific statement of how lands may be used in the present and near future. As a legal instrument, the zoning map has immediate force and effect. In contrast, a general plan contains a generalized statement of land use. It does not have direct and immediate effect on land use. The function of a general plan is to provide a policy framework that must be reflected in the zoning ordinance and specific plans, which are key mechanisms for implementing these policies. Because the Plan map is general, it will not show the location of small-scale land uses, such as neighborhood commercial centers. The Plan contains policies governing the location of such small-scale uses, and it will be necessary to exercise judgment in interpreting these policies. Since it is a long-term statement of land use policy, it is possible that the ultimate use of a particular land area, as shown in the Plan, may

differ from the existing use currently permitted by the zoning ordinance map. As prescribed by phasing mechanisms contained in the Plan, the zoning ordinance must be revised at the appropriate times to reflect the long-range land use policies in the Plan.

Section 65860 of the California Government Code¹ requires that the City's zoning ordinance be consistent with its General Plan. Consistency may be achieved only if the City has adopted a general plan and the various land uses authorized by the zoning ordinance are compatible with the objectives, policies, general land uses, and programs specified in such a plan. This section also requires that when the general plan is amended, the zoning ordinance must likewise be amended as is necessary to maintain consistency with the plan.

Section 65566 requires that any zoning action by the City which affects the use of open space land or any interest in such land must be consistent with the City's open space plan. Closely related is Section 65567, which requires that the City's open space zoning ordinance, the adoption of which is mandated by Section 65910, also be consistent with the open space plan.

Section 65853 requires that the Planning Commission provide the City Council with a written recommendation on a proposed zoning ordinance and all amendments of an existing ordinance. As required by Section 65855, this recommendation must include discussion of the relationship of the proposed ordinance or amendment to the general plan.

Subdivision Regulations

Section 66473.5 provides that the City shall not approve a proposed subdivision map unless the subdivision, including its design and proposed improvements, is consistent with the General Plan. In a manner similar to zoning regulations, consistency may be found only when the City has adopted a plan and the proposed subdivision is compatible with the objectives, policies, general land uses, and programs specified in the plan. This requirement applies to subdivisions for which parcel, as well as tentative and final maps, are required. Section 66474 states that the City shall deny approval of tentative and final maps if it finds that the proposed map, or the design or improvement of the proposed subdivision shown on the map, is not consistent with the general plan.

Although somewhat confusing as stated in the law, the two above sections also apply to condominiums, community apartment projects, or stock cooperatives which must submit tentative and final maps (see Section 66426). Unless the general plan contains definitions, objectives, and policies specifically directed at the conversion of existing buildings into condominium projects or stock cooperatives, these two sections, 66473.5 and 66474, do not apply to such conversions (see Section 66427.2).

Section 65567 requires that a subdivision map may not be approved unless it is consistent with the open space plan. The City may require the dedication of land, the payment of in-lieu fees, or some combination of the two, for park or recreational purposes as a condition of the approval of a final or parcel map, but only if the

¹ Unless otherwise indicated, all references are to the Government Code.

general plan contains a recreational element and the dedicated facilities conform to definite principles and standards contained in the element (see Section 66477(d)).

Finally, the City may require the reservation of land within a subdivision for parks, recreational facilities, fire stations, libraries, or other public uses, provided such requirements are based on appropriate general plan elements (see Section 66479).

Capital Improvements

Section 65401 authorizes the City Council to require City officials and agencies to prepare and submit lists of all public works projects recommended by them for study or construction during each ensuing year. This requirement also applies to special and school districts whose jurisdictions lie wholly or partially within the City. Upon submittal, such lists must be integrated by the City into a coordinated program which must be submitted to the Planning Commission for review as to its conformity with the General Plan.

Section 65402 requires the Planning Commission to review the conformity of the following actions with applicable elements of the General Plan:

- acquisition of lands for public purposes
- disposition of lands
- street vacations
- authorization or construction of public buildings or structures.

Environmental Impact Procedures

An environmental impact report (EIR) must be prepared for the General Plan in order to determine if the Plan policies and recommendations could result in significant effects to the environment. Because the contents and discussion in a general plan largely overlap the contents and discussion in an EIR, State law permits communities to combine them as a single document. For projects proposed within the Plan's jurisdiction, Section 15080 of the California Environmental Quality Act (CEQA) Guidelines requires that an initial study of the project consider whether the project is compatible with the General Plan. Section 15125(b) of the Guidelines requires an EIR to discuss any inconsistencies between a proposed project and the General Plan. Appendix G(a) of the Guidelines states that a project will normally be found to have a significant effect on the environment if it will conflict "with adopted environmental plans and goals of the community where it is located."

Building and Housing Codes

Section 65567 provides that building permits must be consistent with the open space plan. The State Housing Law (Health and Safety Code Sections 17910, et seq.) requires the City to adopt regulations imposing substantially the same standards as those contained in various uniform industry codes. This law also imposes special standards, which may be more burdensome than the uniform industry codes, designed to protect against certain types of hazards (fire, noise, earthquakes, unstable soils) and to achieve certain resource goals (energy conservation). Emeryville may adopt regulations and standards at variance from those mandated by the State Housing Law if justified by local conditions. Although not explicitly required by the State Housing

Law, the General Plan is an especially appropriate vehicle for documenting such local conditions and specifying the necessary regulatory response in order to justify variances from State law.

Redevelopment Plans

Redevelopment plans provide local communities with a powerful tool to stimulate public and private improvements in deteriorating areas. The plan must discuss streets, buildings, and open space; contain a description of financing methods; and provide for participation by affected property owners. The Health and Safety Code (HSC) Sections 33302 and 33331 require the Planning Commission to review the redevelopment plan before action by the City Council and prior to adoption, the City must have adopted a General Plan and found that the redevelopment plan is in conformance with the General Plan.

Other Consistency Requirements

Listed below in capsule form are other consistency requirements contained in State law which at some future date may apply to Emeryville:

- HSC Section 34326 concerns consistency between housing projects undertaken by housing authorities and the general plan;
- HSC Section 34711 concerns consistency between housing programs for developmentally disabled, mentally disordered, and physically disabled and the housing element of the general plan; and
- Streets and Highway Code Section 32503 concerns consistency between the planning and locating of parking facilities undertaken by parking authorities and the general plan.

CHAPTER II: FRAMEWORK FOR PLANNING

A. BALANCING REGIONAL OPPORTUNITIES AND LOCAL NEEDS

Emeryville is located in the heart of the San Francisco Bay Region, as shown in Figure II-1. Interstate 80 runs north-south through the City, connecting it with the northern portion of the East Bay and San Francisco. State Route 17 and Interstate 580 link the City with the southern portion of the East Bay, Santa Clara County, and the Livermore Valley. Emeryville is integrally related to the region's economy, visual image, and open space system. With Oakland, Berkeley, and Albany, the City shares a magnificent and environmentally sensitive shoreline. Within this context, Emeryville has the opportunity to play a major role in the shape of the Bay Region.

At the same time, Emeryville now has the intimacy of a small town. Its present size and population are typical of what might be characterized as a neighborhood in larger cities. The General Plan can be used to help existing residents and employees, those who have already invested time and energy in the City's improvement, continue to have a place where they can live, work, and enjoy recreation activities.

The City's General Plan is a program for balancing these opportunities. If land use issues are carefully examined in terms of the City's overall economic, cultural, and social fabric, the result can be a conscious blend of regional and local interests.

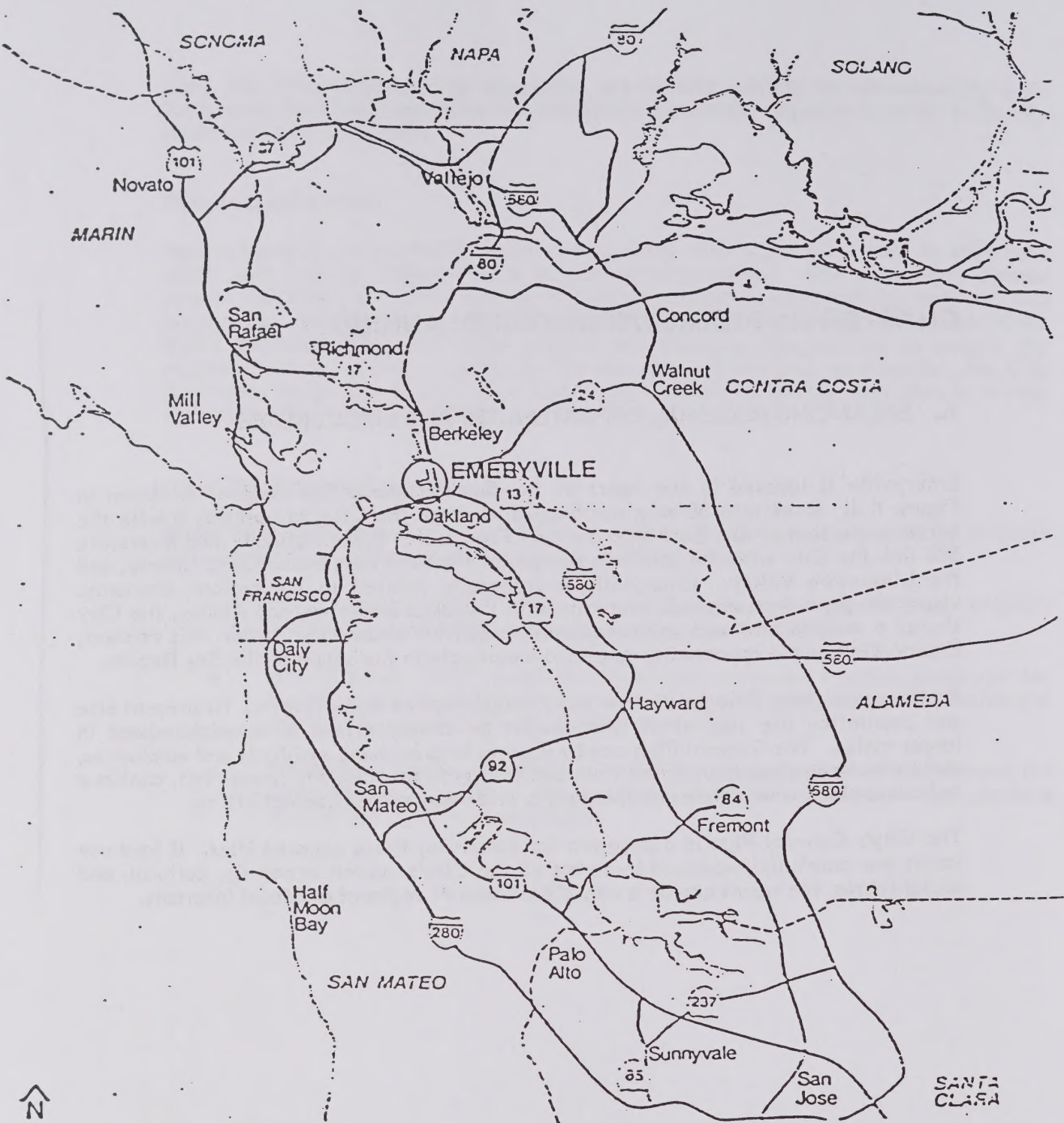


Figure II-1
REGIONAL LOCATION

EMERYVILLE GENERAL PLAN

SEDWAY COOKE ASSOCIATES

Urban and Environmental Planners and Designers

C. PLAN FORMAT

State planning law gives communities discretion on how their general plans can be organized. It also provides that the degree of specificity and level of detail in the plan reflect local conditions. Three interlocking components have been defined to establish Emeryville's framework for planning. They are shown in Figure II-2 and are as follows:

Community Development. This component encompasses those aspects of Emeryville that define its built environment; e.g., its housing stock, businesses, roads, public facilities, etc.

Environmental Resources. This component encompasses those aspects of Emeryville that comprise its natural environment; e.g., its waterfront, open space and other natural resources, climate, etc.

Public Health and Safety. This component encompasses those aspects of Emeryville that affect the general health, safety, and welfare of the public and of property.

The order in which these components are presented in the Plan does not reflect their priority, but rather a logical sequence of information presentation and policy formulation. The presentation of state mandated issues may be covered by several elements in the Emeryville General Plan. For example, the State requirements for an open space element are spread over six different elements in the Plan.

For each of the elements identified in Figure II-2, the text follows a similar organization. The first part describes the existing conditions related to the element. This description summarizes major opportunities and constraints to the City's orderly physical development. With this first section as a background, the second section offers recommendations in the form of objectives and policies. The recommendations seek to remove the constraints and take advantage of the opportunities that will enable Emeryville to achieve the goals set forth in Chapter II. Finally, each element contains an implementation section that describes specific regulatory, advisory, or financial means of carrying out the objectives and policies. Each implementation proposal begins with a specific action item and identifies which agency or group should have primary responsibility. The text following the action item is explanatory and is offered to provide citizens and public officials with a better understanding of how the action item works or how it could be implemented.

D. PLAN CONCEPTS

The key concepts that will serve to organize the City and establish a framework for redevelopment and new development are shown in Figures II-3 through II-6. These concepts must be viewed in combination because the City is a dynamic organism. Its parts must work together in order for it to thrive. A proposal for a street must make sense for the entire City, not just a portion of it. A proposal for a land use must make sense in terms of the site, as well as for the roads that serve it and for the

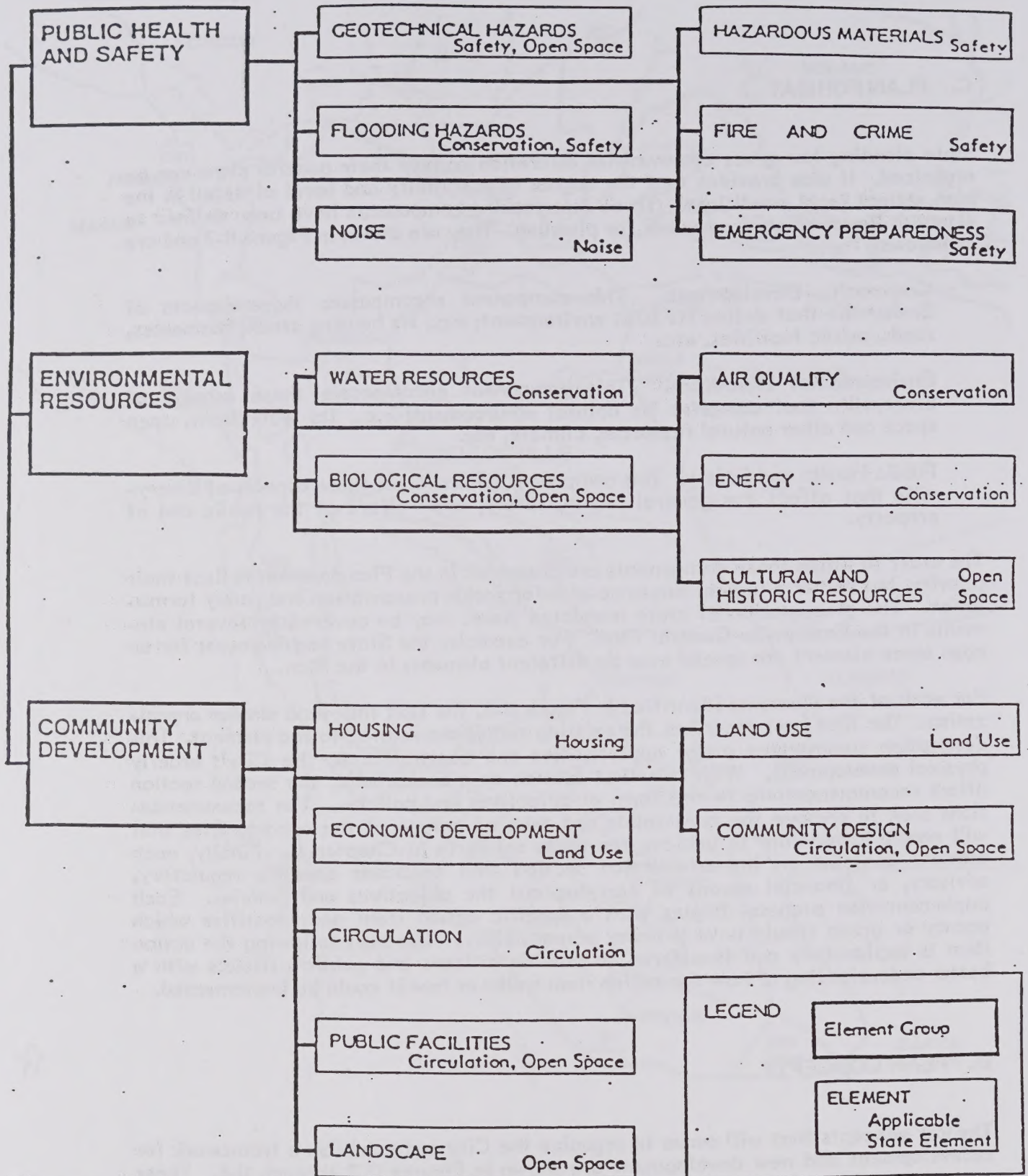


Figure II-2
EMERYVILLE GENERAL PLAN ELEMENTS

EMERYVILLE GENERAL PLAN

surrounding uses. A proposal for a pedestrian corridor must be conscious of the open space systems, the vehicular traffic and pattern, and the location of desirable destinations. While there is a tendency to look at each of these proposals independently, the Plan seeks to have readers look at them interdependently.

Land Use

In general, a city's land use pattern determines where people live, conduct business, play, and interact. The location and mixture of these various activities in Emeryville can contribute to a cohesive, dynamic community, or can result in isolated enclaves thwarting efforts to develop civic pride. In residential areas, the land use pattern should provide convenient shopping and social opportunities, discourage heavy vehicular traffic, and create an environment where residents feel safe and comfortable. In business areas, the land use pattern should offer convenient eating, shopping, parking, and support services, and permit higher development intensities along transit corridors and where regional accessibility is good. In some locations, a key to encouraging vitality and livability is to permit the mixing of residential, business, and recreational activities. Residents of these "mixed use" areas begin to see their environs as a place of day-long activities rather than a "9-5" work location or a place to sleep.

Compatibility of Uses. "Transitional" or "buffer" uses need to be introduced in areas where adjacent uses are presently incompatible. For example, the location of a residence next to an intensive industrial facility is undesirable because the operation of the industrial facility diminishes significantly the quality life for the resident. The idea is to introduce a use that is more compatible with each and can help separate the two incompatible uses. Light industrial, commercial, and artist live/work space are examples of uses that offer such an opportunity.

In addition, selecting appropriate development intensities can serve to attract greater public/private interaction where desired, protect single family areas and small-scale businesses, stimulate investment in underutilized areas, and minimize conflict in areas of incompatible activities. The idea of tailoring particular strategies to areas within the City is presented in the next section.

Development Strategies. Although Emeryville is a small community, it is complex because of its diversity. Within the broader subareas — Peninsula, Bayfront, and East Emeryville — there are a number of smaller "districts and neighborhoods" that can be identified on the basis of related land uses, physical boundaries such as streets or railroad tracks, or community facilities. In some cases, the identity/cohesiveness of the district or neighborhood is weak, as in the entire Bayfront. In other cases, the identity/cohesiveness is quite strong, as in the residential portions of the Triangle. Because each district and neighborhood has different characteristics and needs, appropriate development strategies must be fashioned for each. The strategy generally targets the desired type of development, the relationship of the new development to the existing structures, and the intensity of that development.

Circulation

The circulation system deals with how efficiently, safely, and conveniently people move about the City. It includes the street system, sidewalks, bicycle paths, and other travel routes. Aside from determining how well and conveniently people and goods can move about, the circulation system serves to reinforce the land use pattern. In an area of more intensive, large-scale development like the Bayfront, roads must be adequately sized and sufficient access points must be provided to ensure efficient circulation. In residential areas like the Triangle, the

road system should be of a different character. High-speed, high-volume travel should be discouraged in these areas. It should be clear that such a system is necessary before the land use potential can be realized. Unless improvements to Emeryville's own internal circulation system and to the regional network are made, Emeryville cannot intensify its development pattern without experiencing a serious increase in traffic congestion. Hence, the land use and circulation are mutually dependent on one another.

Internal Circulation. A major constraint to adequately serving travel needs in Emeryville is the current reliance on two streets to handle the bulk of the City's internal traffic. Powell and Hollis Streets are the only main thoroughfares that traverse the length of the City. Consequently, when people need to travel across the City, they funnel onto these roads. Peak hour commute periods are especially frustrating and thus a fundamental concept of the General Plan is to increase the number of travel routes available to people going cross-town.

Emeryville, because of its size and central location in the region, has opportunities to provide alternatives to automobile travel which should be recognized and encouraged. However, the mere provision of bicycle paths or pedestrian ways does not ensure their use. The routes must be coordinated with the citywide open space system so that travel along them is enjoyable. Moreover, they must connect places where people want to go: from home to school, school to parks, home to work, etc. A bicycle path that dead-ends without some type of recreation or activity will simply not be used. Thus, a basic concept underlying the designation of non-vehicular travel routes is the interconnection of focal points of activity.

Regional Access. Emeryville is particularly well-situated within the Bay Region, being convenient to downtown San Francisco and the rapidly growing East Bay. The land use concept seeks to take advantage of this location by encouraging offices, hotels, and regional retail activities along the freeway. To realize this potential, the circulation concept promotes coordination with neighboring communities and the State Department of Transportation to improve Emeryville's freeway interchanges at: Powell Street, Ashby Avenue, and San Pablo Avenue/McArthur Boulevard. Significantly, Emeryville has a tremendous opportunity to foster use of the AC Transit and BART systems. It is highly recommended that the land use pattern and circulation system be developed to encourage and support transit service.

Open Space and Recreation

A present lack of open space and recreational facilities and opportunities was one of the issues most frequently mentioned by Emeryville residents. It is clear that the vitality of residential neighborhoods, and a measure of their "quality of life," is interrelated with the availability of these resources. Consequently, the open space concept is aimed at improving the visual image of areas, defining pedestrian corridors, providing recreational opportunities, and connecting the separate areas of the City in a meaningful way.

The fundamental premise in designing these systems is that they must connect various activity areas: residences, schools, shopping areas, and recreational opportuni-

ties. Major areas of open space must be accessible to those who would benefit from them. The open space, pedestrian, and bicycle systems are sensitive to the location, type, and intensity of proposed land uses. The systems only make sense if there are sufficient numbers of potential users; otherwise, pedestrian and bicycle systems would be underutilized. Similarly, if the proposed routes traverse uninteresting areas or exhibit hazardous conditions, the systems would again be underutilized.

Urban Design

In addition to organizing the City's development pattern and providing access to homes, businesses, and recreation areas, the Emeryville General Plan strives to enhance the image and quality of Emeryville. This aim is to be accomplished partially by cosmetic means, such as landscape, signage, guidelines for building design, and quality street furniture.

Improvements in the quality of life are achieved also by allowing a mix of uses. The mixed use concept encourages two or three different activities to locate in close proximity, sometimes in the same building. The interrelationships among the uses attract and help sustain vitality. People are in a mixed use area for 24 hours rather than from "9-5" as in a strictly office environment.

CHAPTER III: COMMUNITY DEVELOPMENT

A. INTRODUCTION

The Community Development component of the Emeryville General Plan contains provisions that relate to the physical development of the City. More than any other component, this one will establish the image of the City. It serves as the primary vehicle for ensuring the logical organization of residential, commercial, industrial, and public facilities and for encouraging the timely provision of public facilities to meet the needs of the community.

The Community Development component directly responds to the following sections of the State Government Code:

- Section 65302(a) requires preparation of a land use element which designates the proposed general distribution and general location of the uses of land for housing, business, industry, open space, education, public buildings and grounds, and other categories of public and private uses of land.
- Section 65302(b) requires preparation of a circulation element to establish a transportation system that facilitates the efficient transport of goods and the safe movement of all segments of the population.
- Section 65302(c) requires the preparation of a housing element to assure the adequate provision of housing for all segments of the community.
- Section 65303 permits a community to prepare additional elements where in the judgment of the City, additional elements are important. This component contains the following optional elements: economic development, public facilities, community design, and landscape.

C. ECONOMIC DEVELOPMENT

Introduction

The City's employment base can best be described as transitional. The historical industries that have accounted for the majority of the City's jobs are relocating; the new industries that have located in the City are smaller-scale in operation and much more labor-intensive. Emeryville's Bayfront, with its development potential and locational advantage relative to other East Bay communities, is in a position to see a dramatic transformation of its economic base. At the same time, East Emeryville represents an opportunity to maintain and encourage expansion of small manufacturing operations.

TABLE III-11: EMPLOYMENT BY INDUSTRY, 1984

	<u>Peninsula</u>		<u>Bayfront</u>		<u>East Emeryville</u>		<u>City Total</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>		<u>%</u>
Construction	157	7.1	65	3.3	141-143	1.6	363-365	2.8
Manufacturing	613	27.7	780	40.0	4,347- 4,351	49.6	5,740- 5,744	44.4
Wholesale	73	3.3	209	10.7	1,154	13.2	1,436	11.1
Trucking/warehouse	0	—	274	14.1	193	2.2	467	3.6
Finance, insurance and real estate	376	17.0	125	6.6	59	0.7	558	4.3
Retail	320	14.4	117	6.0	542-548	6.2	979-985	7.6
Service	386	17.4	170	8.7	1,224- 1,228	14.0	1,750 1,754	13.5
Fixed uses:								
Manufacturing/service	0	—	0	—	52-57	0.6	52-57	0.4
Manufacturing/retail	0	—	0	—	15	0.2	15	0.1
Manufacturing/wholesale	0	—	136	7.0	513	5.8	649	5.0
Wholesale/retail	0	—	28	1.4	99	1.1	127	1.0
Wholesale/service	0	—	40	2.1	2	—	42	0.3
Retail/service	0	—	0	—	194-195	2.2	194-195	1.5
Wholesale/retail/ manufacturing	0	—	0	—	100	1.1	100	0.8
Public	175	7.9	0	—	0	—	175	1.4
Unknown	<u>115</u>	<u>5.2</u>	<u>6</u>	<u>0.3</u>	<u>137</u>	<u>1.6</u>	<u>258</u>	<u>2.0</u>
Total	2,215	100.0%	1,950	100.0%	8,772- 8,817	100.0%	12,905- 12,937	100.0%

Source: Contacts Influential, October 1984; SCA.

Jobs in Emeryville

Overall, approximately 12,900 people are employed in Emeryville, or an estimated 2.4% of the County's 1985 employment projection of 535,900. Although its portion of the regional share is small, the City is a major "jobs exporter." Relative to its labor

force of 2,157 workers in 1980, the City has a major surplus of jobs, with about six jobs for every employed resident, compared to one job for every employed resident in the County. The City's traditional image as an industrial city is supported by its employment base. Approximately 45% of the City's employees work in manufacturing, primarily in machinery, foods, furniture, printing, or film. By contrast, less than 15% of the County's employment is in manufacturing. As shown in Table III-11, other industries, such as wholesale and service, also account for substantial employment in Emeryville but are relatively minor compared to the numbers employed in manufacturing.

Over two-thirds of the City's jobs are located east of the railroad tracks in East Emeryville. Most of the City's largest employers, such as Cetus, Grove Valve & Regulator, and Wonder Bread, are located in this area. Nearly one-half (49.6%) of East Emeryville's 8,800 employees work in the manufacturing industry. More significantly, this accounts for over three-quarters of the City's manufacturing employment, suggesting that this type of employment is highly concentrated in this area. Table III-11, shows that, in fact, East Emeryville represents the primary job location for a number of different industries, including wholesale (80%), retail (55%), and service (70%).

The Bayfront represents the City subarea with the greatest potential for change. Two-thirds of the area's 1,950 employees work in large-scale manufacturing, wholesale, and trucking activities, such as Judson Steel, Pfizer Company, and Garrett Freightlines. Because of its location between the railroad and the freeway, the Bayfront is ideal for trucking and warehousing. This is reflected in the employment figures which show nearly 60% of the City's employment in this industry is located in the Bayfront. Nevertheless, these uses are slowly being replaced by office, retail, and hotel uses, as the land values have increased to the point where large-scale, land-intensive businesses can no longer compete with more people-intensive activities.

While the employment patterns in the Bayfront and East Emeryville are representative of the traditional, industrial image of the City, the employment pattern on the Peninsula is an illustration of more recent development trends in the City and in the East Bay. Although occupying only a small portion of the City's land area, the Peninsula accounts for approximately 20% of the businesses (132) and employment (2,215) in Emeryville. The numbers in Table III-11 reveal that manufacturing still dominates the employment character of the area; however, the jobs are more likely to be of an office nature rather than machine-intensive. Virtually all of the "manufacturing jobs" in this area are with Cutter Laboratories, a high-technology bio-engineering firm located in one of the area's office towers. With the number of high-rise towers in the area, it is not surprising that about 67% of the City's finance, insurance, and real estate jobs also are found on the Peninsula.

As the economic and employment base of Emeryville shifts from its historic industrial origins, the City will begin to accommodate more labor-intensive and service-oriented businesses at higher employment densities (higher numbers of employees per square foot). This shift will have major implications for the City's land use pattern and transportation system. Future employment trends projected by ABAG are shown in Table III-12. ABAG's figures show that manufacturing and wholesale will continue to account for the bulk of the employment base for the next 20 years. In fact, these sectors are expected to grow by about 10%. However, their importance relative to other sectors will diminish. Both retail and services are expected to grow by about 15% between 1985 and 2005. Given the projected change in the land use pattern,

particularly in the Bayfront, the proportion of job growth in the retail and service sectors is expected to be even greater than projected by ABAG. Similarly, the intensity of development and extent of reinvestment may not have been anticipated by ABAG, so that the total number of jobs would also be underestimated in the ABAG forecasts. How much more job growth Emeryville would experience over the next 20 years is largely dependent on the market and Bay Area economy. Since ABAG revises projections every two years, the City will have the opportunity to modify ABAG's forecasts in light of the City's comprehensive planning efforts.

Emeryville's Labor Force

Given the projected changes in the types of jobs likely to be provided in the City, it is worthwhile examining the job skills of Emeryville's resident workers. Such comparisons can highlight shortages in certain business sectors, or opportunities to target business development in particular sectors. When local jobs do not match resident labor skills, residents must look elsewhere for employment or possibly move.

The U.S. Census distinguishes between those who are in the labor force and those who are not. Those in the latter category include anyone who for a variety of reasons are not holding or seeking a job of any kind. Unemployed persons who are actively seeking employment are considered to be part of the labor force. About four out of every five persons over 16 years old in Emeryville are in the labor force; roughly 20% are not because they are elderly, institutionalized, discouraged, chronically unemployed, in school, etc. Of the 2,326 persons in the labor force in 1980, 7.2% were unemployed. This figure is skewed by the high employment rate (employed persons as a percent of those in the labor force) in the Bayfront and Peninsula, where it was 97.4%. In the North End, the unemployment rate was 11.3% and in the Triangle, it was 13.7%.

Table III-13 illustrates the types of jobs held by the 2,157 employed residents. As noted earlier, there are approximately six jobs for each resident worker in the City. This "job availability" varies considerably by industry. For every Emeryville resident employed in the manufacturing industry, there are about 19 manufacturing jobs in Emeryville, and for every resident employed in the wholesale industry, there are about 11 wholesale jobs. For the other industries, the number ranges from a low of two, for the finance, insurance, and real estate industry, to three, for the trucking/warehouse businesses. With the addition of the Pacific Park Plaza, Emery Glen, and Emery Bay Village residential developments since 1980, the number of residential workers in the City has increased. As of 1980, there was one resident worker per household. Assuming a similar ratio for the new households yields a 1985 estimate of resident workers of about 2,560. The 1980 estimate of 17% of the City's labor force being employed in Emeryville is expected to be lower since a large proportion of Pacific Park Plaza residents, which account for most of the 1980-1985 increase, are assumed to work elsewhere.

No conclusions can be drawn regarding whether the job skills required to perform the job "match" the skills held by Emeryville residents. For example, a firm classified as a manufacturing business may be a regional headquarters for that business, and employ only executive, administrative, and managerial personnel. A citywide survey will be needed for an assessment of job skills needed to work in Emeryville. The types of jobs held by Emeryville's labor force in 1980 is indicated in Table III-14. Tailoring an economic development effort to match those skills could help reduce unemployment and the need to commute to other communities to work.

TABLE III-12: EMPLOYMENT PROJECTIONS, 1985-2000

	<u>1985</u>	<u>%</u>	<u>1990</u>	<u>%</u>	<u>2000</u>	<u>%</u>	<u>2005</u>	<u>%</u>
Agriculture/Mining	80	0.6	60	0.4	40	0.2	30	0.2
Mfg/Wholesale	6,190	45.9	5,910	41.2	6,780	42.1	6,940	42.6
Retail	1,930	14.3	1,930	13.7	2,210	13.7	2,170	13.3
Services	2,330	17.3	2,390	17.0	2,720	16.9	2,830	17.4
Other	<u>3,030</u>	<u>22.4</u>	<u>3,840</u>	<u>27.2</u>	<u>4,330</u>	<u>26.9</u>	<u>4,330</u>	<u>26.6</u>
Total	13,500	100.0	14,100	100.0	16,100	100.0	16,300	100.0
County	549,700		612,400		724,200		778,900	
% of County		2.5%		2.3%		2.2%		2.1%

Source: ABAG, Projections - 85, July 1985.

* * * *

TABLE III-13: EMPLOYED PERSONS 16 YEARS OR OLDER, BY INDUSTRY, 1980

<u>Industry</u>	<u>North End</u>	<u>Triangle</u>	<u>Bayfront, Peninsula</u>	<u>City Total</u>	<u>% of Total</u>
Agriculture	5	0	22	27	1.3
Construction	0	39	43	82	3.8
Manufacturing	82	162	58	302	14.0
Transportation	41	53	76	170	7.9
Communications	0	7	25	32	1.5
Wholesale	11	26	98	135	6.3
Retail	11	94	154	259	12.0
Finance/ins/real estate	23	13	206	242	11.2
Services	95	180	498	773	35.8
Public administration	<u>0</u>	<u>61</u>	<u>74</u>	<u>135</u>	<u>6.3</u>
Total	268	635	1,254	2,157	100.0%
% of Emeryville Residents Working in Emeryville	12%	20%	17%	17%	

Source: 1980 Census of Population and Housing, Summary Tape File 3A.

Not unexpectedly, a large proportion of the labor force living in the North End and in the Triangle were employed in what traditionally are considered "blue collar" jobs. In the Bayfront and Peninsula, a majority were employed in traditional "white collar" jobs. A very coarse indication of how well these skills are accommodated by Emeryville's economic base can be seen in the percentage of Emeryville job holders working in Emeryville. Table III-13 shows that in 1980 about 17% of Emeryville's labor force held a job in the City; the rest commuted to their jobs. The anticipated shift in the City's employment base towards retail and service would seem to correspond with the type of job skills currently held by a majority of the City's labor force. Nevertheless, the closing or relocation of some of the City's large manufacturing and trucking operations could affect a considerable number of residents.

Relationship between Emeryville's Land Use and Economic Conditions. A major goal of the City is to foster economic growth which will maintain the City's vitality, allow for funding of necessary infrastructure improvements like roads and sewers, and upgrade the City's image. Because the City is in such a favorable position in terms of its regional location and proximity to the Bay, there is enough interest in private redevelopment that Emeryville will almost certainly attain these goals in the long term. However, some negative side effects will result in the transition process.

The most significant side effects of reinvestment and new development activities, particularly in the Bayfront, will be the displacement of businesses that might prefer to stay in Emeryville if possible. While some of the bigger and older heavy manufacturing operations are no longer appropriate for as urban a location as Emeryville, some of the businesses that would be displaced would be compatible with the City's changing image.

Another possible problem would be development that is heavily slanted towards offices. If the vast majority of new development is devoted to this use, it could actually cause an economic decline because much of it could remain vacant for long periods of time. Also, from the City's standpoint, it should not become dependent on a single industry or group of industries that respond to the same business cycles; otherwise an economic downturn could create significant declines in tax revenues as well as create unemployment and potential massive economic dislocation.

TABLE III-14: JOB TYPES HELD BY EMERYVILLE RESIDENTS

<u>Job Type</u>	<u>Labor Force</u>			<u>City Total</u>	<u>% of Total</u>
	<u>North End</u>	<u>Triangle</u>	<u>Bayfront & Peninsula</u>		
Managerial/prof specialty	23	92	697	812	37.6
Technical/sales/admin support	95	164	440	699	32.4
Service	44	154	54	252	11.7
Farming/forestry/fishing	—	7	7	14	0.6
Precision prod/craft/repair	17	45	32	94	4.4
Operators/fabricators/labor	89	173	24	286	13.2
	268	635	1,254	2,157	100.0%

Source: 1980 Census of Population and Housing, Summary Tape File 3A.

TABLE III-15: FUNDING PROGRAMS FOR BUSINESS RELOCATION

<u>Project Type</u>	<u>Agency/Program</u>	<u>Purpose/ Eligible Projects</u>	<u>Priorities/ Selection Criteria</u>	<u>Funding Availability and Type</u>	<u>Potential Application to Emeryville</u>
1. LOAN GUARANTEES PROGRAMS					
a. 503 program	Small Business Administration	Guarantee a 40% second mortgage loan on new construction up to \$300,000.	Depends on circum- stances.	Funds are avail- able through a certified develop- ment corporation.	Could help under- write costs of developing space for businesses displaced by redevelopment.
b. 7A program	Small Business Administration	Guarantees up to \$500,000 in loans, pays for working capital and equipment.	Individual business must meet certain size and profitability criteria.	Limited funds available depend- ing on outcome of federal budget process.	Could help busi- nesses capitalize expansion in con- junction with moving.
c. 502 program	Small Business Administration	Loan guarantees for fixed assets. Loans at market rate but over a longer term than banks usually give; covers fixed assets.	Business must have 30% equity in the project being financed and must have cash flow sufficient to meet debt service.	Same as above.	Same as above.
2. LOAN PROGRAMS					
a. 503 program	Small Business Administration	Provides up to 40% of cost for fixed asset expansion at below market rate interest at 7 years rather than 3 year terms.	Company must invest 10% equity and get 50% financing from conven- tional lender. Business must have a net worth of less than \$6 million and profits of \$2 million or less.	Funds available mostly for healthy expanding businesses rather than more margi- nal operations.	Same as above.

FUNDING PROGRAMS FOR BUSINESS RELOCATION

<u>Project Type</u>	<u>Agency/Program</u>	<u>Purpose/ Eligible Projects</u>	<u>Priorities/ Selection Criteria</u>	<u>Funding Availability and Type</u>	<u>Potential Ap- plication to Emeryville</u>
3. SUBSIDIES					
a. Redevelopment agency relocation reimbursement as required by state law.	City redevelopment agency.	Pays for relocation of businesses displaced by condemnation in a redevelopment project area.	---	Redevelopment agency must pay for the following expenses: -- cartage charges for business, personal property, inventory, and fixtures; -- disconnection and reconnection of fixtures and equipment; -- search expenses connected with finding a new site; -- reprinting of materials made obsolete by move; -- notification of business customers; -- telephone installation charges; -- business license fees; and -- other expenses which are determined reasonable by agency.	Could help businesses relocate from Bayfront to other parts of the City.

D. CIRCULATION

Introduction

The Circulation Element is an important component of the General Plan, and serves as a basic, general guide for the development and coordination of more detailed plans and programs to build and improve streets, intersections, freeway interchanges, transit services, and bicycle, pedestrian, and parking facilities. The discussion in this section complies with Section 65302(b) of the State Government Code.

Two fundamental objectives have been used to formulate the circulation proposals. First, the transportation system must provide for reasonable service to regional travel that goes to, from, and through the City, and provide for efficient, safe, convenient, and attractive circulation within the City. Second, the circulation system is designed to support the pattern of land uses called for in the General Plan. It does this by providing the access capacities needed to serve the development densities and types of uses allowed by the Plan in the various parts of the City, and by directing the major traffic flows into routes that serve the more intense land uses directly, and keeping that traffic away from residential neighborhoods.

Regional Access

Much of Emeryville's land area currently is occupied by low-density industries. With more effective utilization of the City's land areas through both new development and redevelopment at comparatively moderate densities, traffic volumes into and out of Emeryville would significantly increase compared to the traffic volumes generated by the City's existing land uses. Nevertheless, Emeryville's central location at the junction of the major East Bay freeway routes and its location near the east end of the Bay Bridge (see Figure II-1) make the City potentially one of the most accessible locations in the San Francisco Bay Area. The City's General Plan proposes attainment of the potential for freeway access by improving the limited interchange ramps and the inadequate street system.

Trips generated by residential development in Emeryville would tend to be shorter than those generated in residential areas further from the center of the East Bay because of the closer proximity to employment center and entertainment activities. Trips generated by new employment in Emeryville would tend to be shorter than trips generated by new employment in San Francisco. In addition, Emeryville's location offers an excellent opportunity to serve a substantial portion of its external trips in HOVs and public transit, particularly by AC Transit. Therefore, development growth in Emeryville, if adequately served by proposed circulation improvements, could have less traffic impact and require less extensive highway improvements than similar new development in other locations.

Powell Street Interchange. The existing Powell Street interchange on I-80 is a diamond type with two signalized intersections at the ramp terminals on Powell Street—one intersection on the east side of the freeway overpass, and one on the west side. The frontage road along the west side of I-80 joins Powell Street in a third intersection immediately next to the ramp terminal intersection, and it also is controlled by signals. Because the three intersections are close together, the signals allow only short green intervals for travel through the intersections, so the traffic capacity is less than it would be if the frontage road intersection were moved farther west.

Ashby Avenue Interchange. The Ashby Avenue interchange on I-80 includes connections to Bay Street for northbound traffic leaving and entering the freeway, but there are no connections to or from Bay Street for southbound traffic. Caltrans proposes to rebuild the interchange in a later stage of the I-80 improvement project, and its reconstruction is a necessary part of building a proposed separate HOV road along the east side of I-80, which is the key element in the entire I-80 project. The Environmental Impact Statement for the project² prepared by Caltrans, explains that traffic northbound on I-80 in the p.m. peak will be slowed intentionally by a four-lane "bottleneck" at Ashby Avenue, and the HOV road will bypass the congestion point on a separate roadway. This treatment will hold the northbound evening peak period traffic congestion on the south side of Ashby, which will leave a free-flowing condition on the freeway north of Ashby for Berkeley traffic, but will tend to block the freeway in Emeryville and prevent Emeryville traffic from entering the freeway northbound.

Such a plan would be severely detrimental to Emeryville unless Emeryville is provided a better connection between Bay Street and the Ashby Avenue interchange. The interchange is located on the boundary line between Emeryville and Berkeley, and the adoption of a particular interchange design will require agreement of all three parties: Caltrans, Emeryville, and Berkeley.

San Pablo Interchange. There are ramps to and from the east on I-580 that connect by way of 35th and 36th Streets to San Pablo Avenue in Oakland near the Emeryville boundary line. In addition, there are ramps to and from I-580 west toward the Bay Bridge that connect to San Pablo Avenue in Emeryville by way of MacArthur Boulevard. These two sets of ramps form a full interchange with I-580 at San Pablo Avenue and provide a third freeway access point for Emeryville traffic. The interchange is only partially effective now largely because of capacity limitations in the San Pablo-MacArthur intersection.

In order to reach a decision on how to improve traffic flow and safety in this area, it will be necessary to coordinate planning with Oakland, and that planning activity is a logical next step.

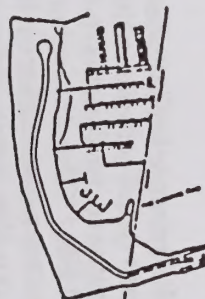
¹The Caltrans I-80 improvement project initially proposed to convert the existing interchange into a "buttonhook" type, removing the southbound on- and off-ramps from their existing position at Powell Street and connecting them instead to the frontage road. The ramps on the east side of the freeway would remain where they are. The Caltrans plan also would remove the existing ramp for traffic turning right from Powell Street to go south on I-80. Caltrans' reason for these modifications is to make more room on the freeway in order to install an exclusive HOV lane along the right-hand edge of the freeway starting about 600 feet south of Powell Street and going to the Bay Bridge.

²U.S. Department of Transportation, Federal Highway Administration, and State of California Department of Transportation, Final Environmental Impact Statement, Operational Improvements to Routes I-80 and I180 in Alameda and Contra Costa Counties, February 1984. The interchange plan proposed by Caltrans removes the existing directional ramps and replaces them with "buttonhook" ramp connections to the frontage road on the west side of I-80, and a one-loop partial cloverleaf arrangement on the east side. The interchange plan includes a two-lane link between Bay Street and Ashby Avenue that would not have sufficient capacity for the Emeryville traffic that will be generated in the Bayfront.

Figure III-5

EXISTING CIRCULATION SYSTEM, 1984

- CONGESTED INTERSECTION
- FREEWAY
- ▬ PRIMARY ARTERIAL
- ▬ SECONDARY ARTERIAL
- ▬ COLLECTOR
- ▬ RAILROAD
- ▬ AC TRANSIT ROUTE
- ⊙ TRANSBAY SERVICE
- ⊙ LOCAL SERVICE
- ▼ AC TRANSIT DEPOT
- PROPOSED HOV LANE
- ⊙→ TO BART STATION



EMERYVILLE GENERAL PLAN

SEDWAY COOKE ASSOCIATES

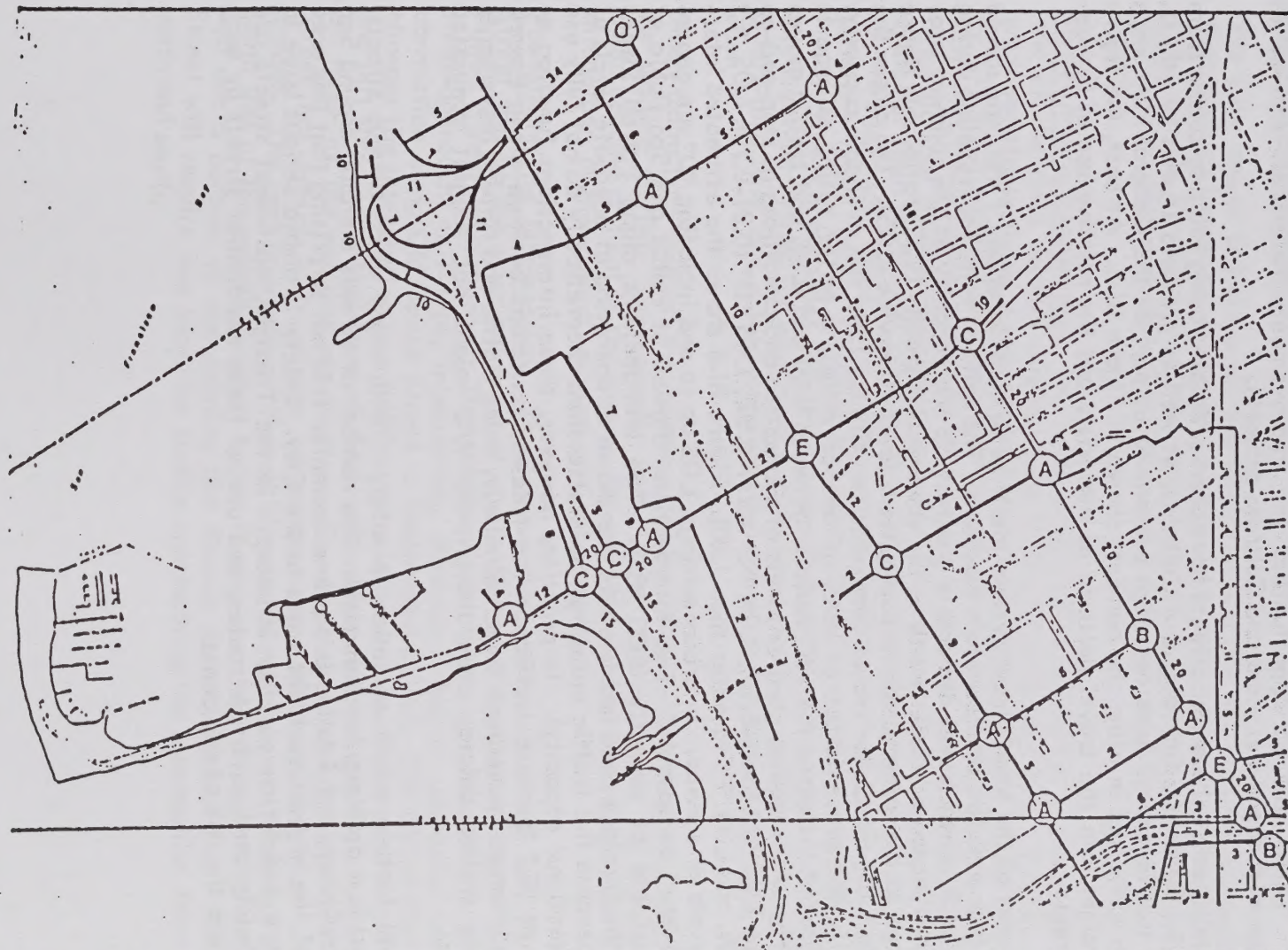
Urban and Environmental Planners and Designers

DATE: 10-10-84 0 700 400 300 200 100 0 1000

FIGURE III-6
EXISTING TRAFFIC
CONDITIONS

ESTIMATED
AVERAGE DAILY TRAFFIC (000s)

(A) INTERSECTION LEVELS OF SERVICE
(p.m. peak)



EMERYVILLE
GENERAL PLAN
SEDWAY COOKE ASSOCIATES

Local Access

The local circulation system is characterized by a limited number of through streets and by many short street sections and cul-de-sacs. Only four-lane Powell Street in the east-west direction and two-lane Hollis Street in the north-south direction offer direct routes across the City. Other principal traffic-carrying streets such as San Pablo Avenue and Ashby Avenue are also in Oakland and Berkeley. The existing street system needs improvement, and Emeryville's small size makes it possible for the City to provide reasonable and effective alternatives to automobile travel for short, local trips within the City, including major bicycle and pedestrian corridors. The existing bus service is provided by AC Transit. There will be opportunities for improvements to transit service in connection with the street plans and Caltrans projects.

Traffic volumes on the major streets have been estimated using existing counts from Emeryville, Berkeley, Oakland, and Caltrans, as well as previous studies by others. Because traffic counts have not been performed as part of the General Plan, care should be exercised in using the numbers shown in Figure III-6. At best, the figure offers insight into the travel patterns of motorists and the relative use of Emeryville's streets.

Two features of the local street system merit some consideration. First, one should examine how well the street system functions. The ratio of vehicles traveling during the p.m. peak, when travel demand is greatest, to the capacity of the roadway provides such a measure. Referred to as the volume-to-capacity (V/C) ratio, this figure is measured at the intersection and suggests a level of service (LOS). The closer the ratio is to 1.00, the closer travel demand is to utilizing fully the available capacity. To simplify the presentation of level of service ratios, a letter rating scheme is used. LOS "A" indicates the V/C ratio is between 0.00 and 0.60, and traffic moves quite freely. Approaching greater levels of congestion and conditions of stop-and-go traffic are LOS "B" (0.61-0.70), LOS "C" (0.71-0.80), LOS "D" (0.81-0.90), LOS "E" (0.91-1.00), and LOS "F" (greater than 1.00). Figure III-6 shows the estimated intersection levels of service. In urban settings, LOS up to and including "D" are generally considered acceptable. Two intersections (Powell at Hollis and San Pablo at MacArthur) are at capacity (LOS "E"). The intersections along Powell Street between the frontage road and Christie are shown as operating at adequate levels of service (because the traffic entering the intersections theoretically do not fully use the intersections' capacity). In practice, however, these intersections function at LOS "D" or "E," because traffic at the freeway on-ramps back-up along Powell Street and hamper movement there. Similarly, truck traffic and turning movements may cause traffic delays, even though the V/C might not suggest congested conditions.

The second feature worth attention is safety. With many discontinuous streets, orientation is a problem for motorists. The number of streets merging around San Pablo, MacArthur, and Adeline is a prime example. It is not surprising that this area has one of the highest accident rates in the City. Safety is also a serious issue in areas where pedestrian activity is heavy. In the Triangle, east-west streets are inappropriately used as truck routes, and use of these residential streets by such traffic raises the risk of accidents.

City Arterial Streets. City arterial streets are intended to provide most of the City's required internal traffic capacity, carry the heaviest traffic volumes, and provide the most direct routes between internal and external places.

Collector Streets. This type of street would provide arterial access to residential neighborhoods and other development areas, but protect those areas from heavier through-traffic.

Local Streets. Local streets are intended to provide access only for the areas immediately adjacent to them and are planned to be free from use by through-traffic.

The local streets are integral with the development areas they serve. Local streets generally connect to other local streets or to collectors.

Intersection Improvements

5. The City should initiate a serious effort to improve the existing intersections that have an important future role in the street plan: Powell and Hollis, Powell and Christie, Powell at the I-80 interchange ramps, Bay at the Ashby Avenue interchange, Bay and 65th, San Pablo and MacArthur, and San Pablo and Yerba Buena.

Powell/Hollis Intersection. The intersection of Powell Street at Hollis Street is one of the most critical intersections in the Circulation Plan. If Hollis is to work satisfactorily as a two-way arterial street, so that Doyle Street can serve as a two-way residential collector, the capacity of Hollis Street and its intersection with Powell Street must be increased. In order to provide sufficient capacity, all four of its approaches probably will have to be widened. The south approach from Hollis will require, for northbound traffic only, two through lanes and two left-turn lanes. The north approach will require two through lanes, two left-turn lanes, and a separate right-turn lane for southbound traffic. The Powell Street approaches will require two through lanes, one left-turn lane, and two right-turn lanes for eastbound traffic from the west; and two through lanes, a left-turn lane, and a separate right-turn lane for westbound traffic from the east.

When trains pass through the intersection, they cause a loss of green signal time for waiting traffic. The capacity taken up by railroad use of the intersection could become critical in the future. It would be desirable to remove the tracks altogether, or move them to a less critical crossing.

Powell/Christie Intersection. The intersection of Powell Street and Christie Street will be the principal point of access between the Bayfront area and the Powell Street interchange. The existing interchange operates primarily as a three-approach, or T-type, intersection, although it has an additional one-way connection along Old Powell Street to Shellmound Street. The Circulation Plan changes the intersection to a full four-way intersection with through movements and left turns permitted from all four approaches. Widening will be required on all three of the existing approaches. The existing west approach on Powell Street has enough right-of-way to accommodate the widening that will be needed. The east approach on Powell Street will require some widening on the south side of the existing viaduct before it goes over the railroad. The widening will use a portion of the existing Old Powell Street right-of-way. Christie Street will require two lanes for traffic approaching the intersection from both north and south.

TABLE III-16: TYPICAL CURB-TO-CURB WIDTHS

<u>Street Type and Lanes Required</u>	<u>Curb-to-Curb Widths (feet)</u>		
	<u>No Parking</u>	<u>Parking One Side</u>	<u>Parking Both Sides</u>
<u>Arterials (two-way streets)</u>			
2 lanes with two-way left-turn lane	46	56	66
4 lanes with two-way left-turn lane	70	80	90
2 lanes with normal left-turn lane	40	50	60
4 lanes with normal left-turn lane	64	74	84
6 lanes with normal left-turn lane	88	98	108
<u>Arterials (one-way streets)</u>			
2 lanes	32	38	48
3 lanes	38	48	58
<u>Collectors (two-way streets)</u>			
2 lanes with normal left-turn lane	34	42	50
4 lanes with normal left-turn lane	58	66	74
<u>Local (two-way streets)</u>			
2 lanes	24	32	40

Note: Widths may vary significantly for specific segments to fit local conditions.

Powell/I-80 Ramp Intersections. The two existing intersections on Powell Street at the I-80 interchange ramps are less efficient than they could be because they are too close together. The condition is made worse by a third intersection, with the frontage road, which also is close. As part of Caltrans' plan for reconstruction of the interchange, it would be desirable to separate the two intersections with the I-80 ramps by a greater distance (approximately double the existing distance), and move the frontage road intersection even further west on Powell Street.

Bay/Ashby Intersection. The intersection that connects Bay Boulevard to the Ashby Avenue interchange will be another critical point of access for the Bayfront area. The Caltrans plan for the interchange shows Bay Boulevard as a two-lane street, but this Plan will require at least a three-lane approach to the intersection and two lanes in the opposite direction, or five lanes instead of two. The City should consider two possibilities. One is to connect a five-lane Bay Boulevard to Ashby Avenue just east of the interchange, which would place the intersection within the Berkeley city limits. The other is to connect Bay Boulevard directly to a set of interchange ramps at a location slightly south of Ashby Avenue and within the City of Emeryville. Either option could work satisfactorily, and the City should pursue the options with Caltrans and Berkeley.

Bay/65th Intersection. The intersection of 65th Street and Bay Boulevard includes the only main-line, at-grade railroad crossing in the Emeryville General Plan, and the intersection warrants special attention for that reason. When traffic is stopped on 65th Street for a passing train, it is important that 65th Street be cleared safely of vehicles before the train arrives at the crossing. It is important also that Bay Boulevard traffic be able to move freely while 65th Street is stopped. These requirements can be accomplished by:

- keeping Bay Boulevard as close as possible to the railroad tracks, so that 65th Street traffic from the east can be stopped back of the tracks and still be controlled by the intersection signals (railroad crossing signals and arms would be used, also);
- timing the signals to clear 65th Street before closing it for the train to cross; and
- providing an ample length of left-turn storage lane on Bay Boulevard north of the intersection so vehicles waiting to turn left into 65th Street while a train is passing will not block a through lane on Bay Boulevard.

San Pablo/MacArthur Intersection. The existing intersection of San Pablo Avenue and MacArthur Boulevard is inefficient because it has six approaches and is spread out over a large area. The combination of these two factors results in short signal phases, and long, unused clearance intervals, so that only a portion of the available signal time is actually used for moving traffic. The City should examine the following proposals for improving the intersection's capacity and efficiency:

- remove Adeline Street from the intersection in order to reduce the number of approaches and reduce the size of the intersection;
- further reduce the number of left turns in the intersection by prohibiting and re-routing some left-turn moves;
- increase the number of lanes on the intersection approaches;
- improve the route from Adeline to Hollis from the south;
- improve the connection from Adeline into Yerba Buena from the north; and
- add a connection from Yerba Buena to 35th Street near Magnolia and Peralta to bypass San Pablo.

San Pablo/Yerba Buena Intersection. Extending Yerba Buena Avenue directly north across San Pablo Avenue and into Adeline Street would provide more options for traffic going north on Yerba Buena and offer further relief for the San Pablo/MacArthur intersection. One of the critical features in maintaining adequate capacity through the intersections is to provide a sufficient number of lanes on San Pablo Avenue. Estimates indicate that the one-block segment of San Pablo between Yerba Buena and MacArthur Boulevard could require up to nine lanes, including left-turn lanes, or a street width of about 100-110 feet.

Seven lanes could be required in the block north of Yerba Buena Avenue, and in the three blocks south of MacArthur Boulevard.

There are several intersections outside the Emeryville city limits that could significantly affect traffic conditions on the Emeryville street system. In Oakland, the intersections of 35th and 36th Streets at San Pablo Avenue, Adeline Street, Peralta Street, and Magnolia Street, and the possibilities for changing them, could determine the options available for improvement of the San Pablo/MacArthur intersection. The San Pablo/Stanford/Powell intersection also is in Oakland. It is not so critical for capacity, but since the Emeryville General Plan calls for changing the use of Stanford Avenue in Emeryville, it would be appropriate to coordinate with the City of Oakland on its intended use of Stanford Avenue from San Pablo Avenue to the Emeryville city limit.

Two intersections in Berkeley have significant effects on traffic flow in Emeryville: one is Ashby Avenue at Seventh Street, which is the principal access to Hollis Street on the north; the other is the intersection of San Pablo and Ashby. It would be desirable to coordinate with Berkeley on its future plans for these two intersections.

Parking

Off-street parking facilities will be needed to serve and support the development and redevelopment that is being planned. Also, the necessity of removing curb parking from some arterial streets will make it necessary to move more parking spaces into off-street facilities. Important aspects to be addressed in planning off-street parking are the quantity of parking spaces to provide, the ownership and management of the parking, and the location and design of facilities.

The quantity of parking spaces should be sufficient for the anticipated demand, but not excessive or wasteful of space. In order to achieve the appropriate density of development and make the best-use of the land, it is necessary to reach an appropriate balance between the convenience of a maximum number of parking spaces, and the economy of a minimum number. Larger parking facilities that serve a variety of users are more efficient and economical than several smaller facilities that serve individual buildings, because the spaces in the larger facility can be shared by drivers who park at different times. The number of spaces needed can be reduced by increasing the average number of persons traveling in each car, and by changing automobile drivers to other modes of travel. Both are goals of transportation system management (TSM) programs.

In addition to curb parking controls and prohibitions that may be required at various locations throughout the City to solve local problems, some street segments in the Circulation Plan will require complete prohibition of curb parking. The purpose of removing curb parking is to maximize the capacity for moving traffic in the limited available street space and to move the parking into off-street facilities and minimize the right-of-way width.

Transit

Emeryville is served by AC Transit. The bus routes are illustrated on Figure III-5. Four of the routes offer commute service to San Francisco. Local service is provided by the "57M" serving the Peninsula, the Bayfront, Central Emeryville, and the Southern Border areas; the "57" serving the North End and the Triangle; and the "72" serving the San Pablo Avenue corridor. There will be opportunities to expand the existing bus service in Emeryville and increase the percentage of travel by public transit. Increased transit use will help to reduce traffic volumes at critical places on streets and interchange ramps. The Circulation Plan offers two special opportunities for increasing transit service. One is to add a new bus route through the Bayfront area. The other is to provide access to the planned HOV road at an appropriate location within the Bayfront area.

Pedestrian and Bicycle System

Emeryville is contained within a relatively small area, but the distances between various places within the City are not always short because the City is divided into relatively isolated parts by a main-line railway corridor, a freeway, and other rail lines and traffic arteries. Developing a network of attractive pedestrian and bicycle routes to overcome the barriers and link the major features in the various parts of the City deserves a high priority in the implementation of the General Plan, and could be considered the most important element of the Plan for bringing the parts of the City together into a cohesive whole.

Transportation Systems Management

Transportation Systems Management ("TSM") programs increase the efficiency of a community's transportation network by reducing the number of vehicles, increasing the capacity of the roads, and converting people from the single-occupant automobile to other commute modes. Such programs are used both in the Bay Area and around the United States as a means of mitigating the traffic, energy, and air quality impacts of large-scale development. TSM can also be used as a regulatory tool, ensuring that development of a given intensity will not overburden a community's transportation system. A combination of incentives and disincentives are usually used to achieve TSM program goals.

- synchronization of traffic signals
 - restrictions on driveway spacing
 - provision of off-street bus stops and turn-outs
 - selective truck routing
 - restriction of turning movements
 - signing and marking revisions.
- **Trip Reduction Measures.** Steps which decrease the quantity of traffic generated by a given project, accomplished by reducing single and double occupant vehicle use. The following steps should be considered:
 - enactment of ridesharing/carpooling/vanpooling programs
 - promotion of staggered work hours/flextime/compressed work week
 - establishment of preferential parking stalls for carpools and vanpools
 - mixing of land uses to reduce trip generation
 - construction of sidewalks, bike lanes and pedestrian walkways
 - mandatory construction of showers and bicycle storage facilities
 - bonuses for providing housing in conjunction with employment centers
 - promotion of employer-paid transit subsidies.
 - **Parking Management.** Reduction in parking requirements to encourage the trip reduction measures outlined above.
 - **Public Transit Provisions.** Improvement of transit service within the City to increase transit usage and reduce traffic; improvement of transit facilities, including passenger shelters; and provision of transit operating or pass subsidies.

The TSM Program for Emeryville can either be applied only to those developers who seek to build at a high intensity approaching the maximum floor area ratio (FAR), or to all developers of projects of a certain size within the city. In the former case, the developer would enact an individual transportation management (TM) program as a trade-off for more intense development. Each project owner would be responsible for carrying out and coordinating his or her own program. The owner would be fully responsible for the program's financial support and management. Operating costs would vary greatly depending on the extent to which vanpool and subscription bus service was used. City staff would be responsible for monitoring the individual programs. Compliance with the trip reduction programs may be enforced in a number of ways. A TSM ordinance may be prepared which specifies the measures to be taken and the goals to be reached. Fines may be placed on owners who do not take certain measures to reduce trip generation. Use of more severe penalties, such as denial of occupancy permits for failure to meet trip reduction goals, may also be explored. Past experience has shown that mandatory TSM participation is far easier to enforce than mandatory attainment of trip reduction goals.

The other approach, participation in a municipally-coordinated, areawide program, could be required of all new developments or establishments meeting certain size criteria. This type of program requires good program management and wide participation in order to be successful. An areawide Transportation

develop, implement, manage, and market an overall program for trip reduction. A TMO coordinator would work with employers to obtain commute data, establish ridesharing, flextime, and transit subsidy programs, and establish trip reduction goals. The coordinator would implement an areawide carpool matching program, and could implement an areawide vanpool program. The coordinator would also keep data on parking management, working with developers to minimize parking where feasible and provide alternatives to the single-occupant vehicle.

Membership and financial support for the TMO would have two categories: mandatory and voluntary. The distinction could be made along a number of lines but would most likely be based on the size of the project or the requested increase over the standard FAR. Financial support would probably be calculated on a square footage basis. Annual costs might be passed on to the tenant as part of the rent. A one-time fee would probably be incurred by the owner at the time of the project or permit approval to cover TMO expenses until the building is occupied.

The City staff should begin discussions with the staffs of Berkeley and Oakland to discuss the Bay Street extension over the railroad tracks at the south end of the City, the San Pablo/MacArthur intersection, and the Hollis/Ashby intersection. Given the development potential of the Bayfront area, some means of access other than via Powell Street is critical. If the City cannot reach agreement with Oakland regarding the Bay Street extension, which would cross the railroad tracks in Oakland, the City should evaluate other possible alignments to provide this southerly access to the Bayfront.

Pursuant to the Subdivision Map Act, the City can require of subdividers dedication of real property for roadways (Government Code Section 66475), bicycle paths (Section 66475.1), and local transit facilities (Section 66475.2). As a condition of approval of a final map or as a condition of issuing a building permit, the City can require payment of a fee to defray the cost of constructing bridges over railways and freeways, or constructing major thoroughfares (Section 66484). Prior to requiring such payments, the City would have to pass an ordinance that refers to this Element of the Plan and identifies those provisions which indicate such facilities are necessary. The ordinance must provide for public hearings for each area benefited to discuss the area boundaries, estimated costs for improvements, and method of apportionment.

A special assessment is a levy placed on a property to finance improvements that specifically benefit that property. Special assessments can be apportioned upon any basis which will reasonably measure benefits. These assessments are typically paid by property owners at the same time property taxes are paid. Special assessments are predominantly administered through the Improvement Act of 1911 assessment

- proceedings, Improvement Act of 1911 bonds, the Municipal Improvement Act of 1913, and the Improvement Bond Act of 1915. An additional enabling act is the Landscape and Lighting Act of 1972.

An assessment district can be initiated either by the public agency governing body or by landowner petition. Section 22593 of the Government Code provides for written protest by property owners of at least 50% of the assessable land area to halt the proceedings. The same section also permits the governing body to override the protest by a four-fifths vote, if the findings conclude that the improvement is required for the public health.

When an assessment district is created, improvements are authorized, and property owners are assessed to finance the entire cost of the improvements. For improvements whose costs exceed the amount that could be conveniently raised from a single assessment (one lump sum), bonds are issued, and assessments are levied and collected in installments to pay the bondholders. The 1911 and 1915 Acts provide the mechanisms to issue bonds.

Assessments are intended to equal the amount of benefit the assessed property receives from a given improvement. The burden of the total assessment is "spread" to the beneficiaries of the improvements. Improvements required to serve future residents, without providing any benefit to existing residents, would be spread to owners of undeveloped parcels only.

E. PUBLIC FACILITIES AND SERVICES

Introduction

The efficient and timely provision of public services and utilities is essential for the physical development and well-being of a community. Services such as fire protection, law enforcement, and parks contribute to an area's "quality of life" and sense of civic pride. Other facilities such as sewers, water supply systems, and gas pipelines can inhibit development if not provided. Because of the importance of these services, the State Government Code includes several references to ensure their consideration in the preparation of a general plan:

- Section 65302(a) requires preparation of a land use element that must address the proposed general distribution and general location and extent of the uses of land for . . . recreation . . . education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land.
- Section 65302(b) requires preparation of a circulation element that should address the general location and extent of existing and proposed . . . local public utilities and facilities.

- Section 65302(d) requires preparation of a conservation element that may address flood control and prevention, and control and correction of the erosion of soils, beaches, and shores.
- Section 65302(e) requires preparation of an open space element that must plan for, among other things, outdoor recreation.
- Section 65302(g) requires preparation of a safety element that must address protection from fires and other hazards.

This section describes the various services in Emeryville and suggests how their future provision will affect development in the City. Further discussion of life safety is found in the Public Health and Safety component.

Public Facilities (as of 1984)

The City's public facilities are illustrated on Figure III-9.

City Government Facilities. The City's governmental offices are currently located in two separate locations. The Old Town Hall is located in a light manufacturing district at 1333 Park Boulevard and houses the Redevelopment Agency, the Public Works Department, and the Housing Rehabilitation Department. The new City Hall (at 2449 Powell Street) is on the Peninsula, separated from much of the City except for the Watergate complex. This facility houses the City Council chambers, the Mayor's office, the administrative offices (e.g., the City Manager, City Clerk, City Attorney, Finance Director, etc.), and the police department. The City does not have a corporation yard or operate any public parking facilities.

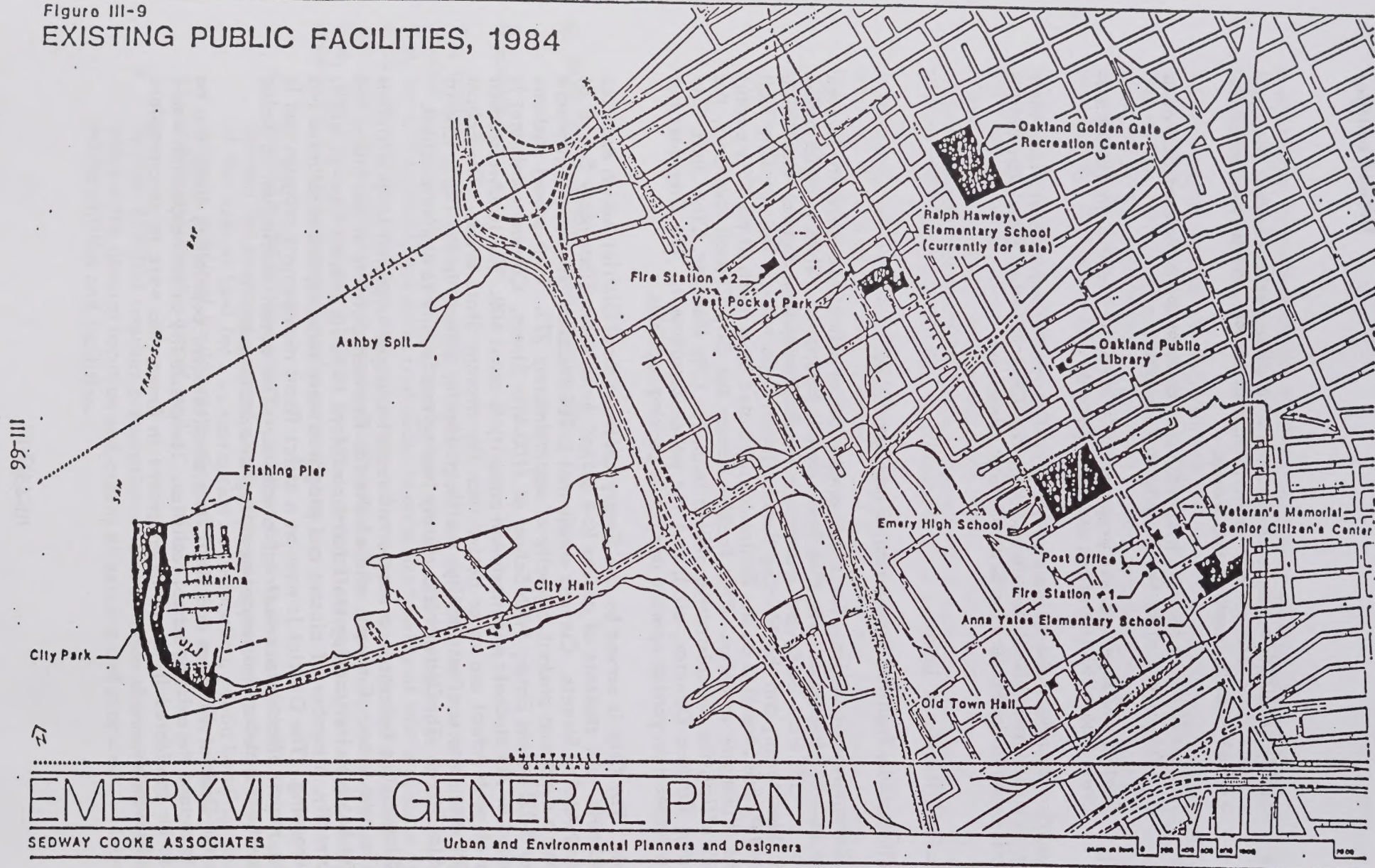
Schools. The City is served by the Emery Unified School District, which operates two schools. All students of grades K-6 attend Anna Yates Elementary School at 41st and Adeline Streets. Current enrollment is 201 students. The roughly two-acre site has a maximum student capacity of approximately 275. High school students (grades 7-12) attend Emery High School at 1100-47th Street. Current enrollment is estimated at 249 students and maximum capacity is about 400. The teacher/student ratios at each school are at or better than the average State levels. The School District also owns another facility, the Ralph Hawley School, in the North End at 1275-61st Street. The District is currently leasing this facility to a private school.

This District has undergone a number of recent changes triggered by insufficient funds in past years. Formerly one of the top-financed districts in the state, the District has seen its teaching staff fall from 21 to 14 to its present level of eight. Concurrently, a number of classes and programs were reduced, and enrollment has been dropping. The District is now on a strict fiscal management program and is making major efforts to re-attract students. The school curriculum is being revamped and includes a variety of new programs and classes.

Given the District finances and the City's small student population, there are no plans to expand the existing school facilities. The possibility of such expansion would need to be considered if future development in Emeryville were to accommodate family households.

Figure III-9

EXISTING PUBLIC FACILITIES, 1984



Recreation Facilities. Emeryville's public open space and outdoor recreation resources consist of a few parks and pedestrian walkways, schools, and some privately and publicly owned shorefront land. The existence of private facilities such as health clubs or tennis courts has not been documented below, since these facilities do not serve the entire City.

Parks. The City operates two recreational facilities. One is a 10,000-square-foot "vest-pocket park" at 62nd and Doyle Streets. It contains play equipment for young children but no open play area. The City's other facility is a landscaped picnic area at the tip of the Peninsula. The area includes the City's Marina which offers boat docks, fishing piers, and dining areas. This facility serves not only residents of Emeryville but also persons from the greater urban area. A pedestrian/bicycle path was constructed along the southern shoreline of the Peninsula in 1986, as required by the BCDC when the new City Hall was built.

Schools. Schools often represent the only open space or recreational facilities in Emeryville's older residential areas. Anna Yates School in the Triangle at 41st Street includes a small paved playground. The school buildings and playing fields of Emery High School occupy eight acres of land. The Ralph Hawley School site in the North End fills almost two acres of land. This property is currently leased by the School District to a private school.

Ashby Spit. The Ashby Spit is a narrow strip of land totaling about 3.5 acres. Although privately owned and undeveloped, the area has been used by people for sightseeing, fishing, clam digging, and jogging. The Spit offers a panoramic view of the Bay and opposite shorelines. A fence currently prevents unauthorized access.

North Frontage Road. Along the Frontage Road is a narrow strip of concrete debris and makeshift riprap often used by people who are fishing or sightseeing. This location also offers an exceptional view across the Bay.

East Bay Shoreline Park. For the past 20 years, citizens' groups in the East Bay have been working toward increasing access to the Bay. These efforts culminated in a specific proposal, prepared by the State Department of Parks and Recreation and the State Coastal Conservancy, for a park along the East Bay shoreline, which was presented to the California Parks and Recreation Commission in March 1980. The park would extend from the southern Contra Costa County line to the Oakland Bay Bridge toll plaza. Its major feature would be a bicycle/pedestrian pathway from one end to the other.¹ With passage of the California Parklands Act of 1980 (SB 624, Nejedly), which was Proposition 1 on the November 1980 ballot, the State Parks and Recreation Commission formally recommended in March 1981 that the East Bay shoreline proposal be given top funding priority.²

¹Ken Collier, Planning Division, California Department of Parks and Recreation, November 16, 1984.

²California Department of Parks and Recreation, East Bay Shoreline: Feasibility Study, December 1982, pp. 2, 7.

The Department of Parks and Recreation published a feasibility study which defined specific recommendations for the proposed park. Within Emeryville, the State recommends that a pathway be built along the North Frontage Road south to Powell Street. South of Powell Street, the State's proposals identify two alternatives: first, that the path continue through the Emeryville Crescent to the San Francisco-Oakland Bay Bridge toll plaza; and second, that the path follow alternative routes through Emeryville to Oakland.

The feasibility study also recommended the acquisition and development of the Ashby Spit (three acres) for a passive recreation area and 12-car parking area, the shoreline strip between the Spit and the Peninsula (four acres), and the Peninsula's southern shoreline for pedestrians and bicyclists. The study suggested that the Emeryville Crescent (500 acres in Emeryville and Oakland) should be acquired as part of the San Francisco Bay Wildlife Refuge System, with the U.S. Fish and Wildlife Service or the California Department of Fish and Game responsible for its management.¹ Controlled public access would be necessary to protect the fragile environment.

Recreation Planning. Planning for open space and outdoor recreation involves a number of factors: the needs and desires of the community, the availability of land, financing mechanisms, maintenance costs, accessibility and safety, to name a few. The City of Emeryville with a population of nearly 5,000, is equivalent to a good-sized neighborhood in other communities and would need a neighborhood park of 4-8 acres, according to national standards. However, Emeryville's population is not evenly distributed. Over half the population is located in the Watergate complex and the Pacific Park Plaza condominiums, both of which offer recreational facilities to residents. Peninsula residents also have good access to the shoreline and the City Marina. The balance of the population is concentrated along a band in the North End and in the Triangle, subareas which are separated by a heavily travelled street. These areas are served only by school facilities, to the extent they are accessible, and the vest-pocket park on Doyle Street. Residents of these neighborhoods include proportionally more families and elderly than either Watergate or Pacific Park Plaza. Their income levels and their access to transportation are also more limited than the newer residents. Accordingly, the recreational needs of East Emeryville are not being satisfied adequately. Moreover, the desire for more and better facilities was clearly expressed in a questionnaire distributed at a community meeting. The results of that questionnaire indicate that the shortage of outdoor and indoor recreational opportunities are among the mostly frequently perceived problems in Central Emeryville, the North End, and the Triangle.² Consequently, recreational opportunities must be considered in future land use decisions and within large-scale development projects.

Cultural and Social Facilities. The City's Senior Citizen Center in the Veterans' Memorial Building offers a variety of programs for anyone over 60 years old. Although it primarily serves Emeryville residents, the program is open to all senior citizens. Specific services offered by the center include physical fitness and health

¹ California Department of Parks and Recreation, East Bay Shoreline: Feasibility Study, December 1982, p. 3.

² See Sedway Cooke Associates, Citywide Goals and Objectives, January 1985, for a Summary of the Responses to the Questionnaire.

classes, Medicare counseling, health examinations, hot meals, legal services, and social activities. The center also distributes taxi vouchers at a discount to help meet the transportation needs of the area's elderly. The primary funding source is the Older Americans Act (especially Titles 3 and 5). Other funding sources include federal revenue sharing, City general fund appropriations, and private donations.

The City's Child Care Program is funded by the State Department of Education and the City. It currently provides day care for children under five years old at the Ralph Hawley School site; however, given the uncertainty of the site's future, the program is in need of a permanent location. Because of this uncertainty, the program has not accepted new children, in spite of a waiting list of approximately 150. Fees for child care are based on the parents' income in accordance with a sliding scale established by the State.

The City does not have a public library or community center, although meeting areas are available at the high school and in a few of the newer residential complexes.

Public Safety

Fire Protection. The Emeryville Fire Department operates two fire stations. One is at 6303 Hollis Street, between 63rd and 64th Streets; the other is at 4331 San Pablo Avenue, between Park Boulevard and 45th Street.

The time required to respond to calls is generally kept within a three-minute limit, which is accepted as an adequate standard. However, access to the Bayfront area and the west side of Interstate 80 is constrained by traffic congestion on Powell Street, especially during the afternoon rush hour when response times have reached a high of seven minutes.¹ Although there are other routes besides Powell Street across the railroad tracks, these crossings, at 64th and 65th Streets, are unreliable because trains block the crossings at unscheduled intervals. Afternoon commute hour traffic can also present a problem for a fire truck attempting to enter or cross San Pablo Avenue from Fire Station #1. In addition, the median strip prevents immediate access in both directions.

Police Protection. The Emeryville Police Department is stationed in the new city Hall, approximately 2-3 minutes for top-priority calls from anywhere in the City.

Solid Waste Disposal. There are no landfill or transfer stations located in the City. Solid waste collection and disposal in Emeryville is performed by Oakland Scavenger Company, which hauls the garbage to a transfer station in San Leandro.

Stormwater Drainage. The City's drainage system collects the stormwater runoff and discharges it into the Bay at three locations: west of the freeway opposite 65th Street; near the south side of the Powell Street interchange, and at Temescal Creek. Demand on the storm drain system is greatest during periods when heavy rainfall is combined with high tides. Although the outfall lines appear to have the capacity to handle at least a 10-year storm, the collection system, in certain areas, lacks the ability to adequately transport the runoff to the outfalls. This is particularly evident in Christie Avenue north of Powell Street, where localized flooding

¹Roy Vittori, Fire Chief, Emeryville Fire Department.

occurs during heavy storms. The current capacity of the 54" outfall along Powell Street is severely impaired because of heavy siltation, and runoff is forced into a 60" relief pipeline that runs to Temescal Creek.

It is not anticipated that future development would increase the volume of runoff, because of the current "built-up and paved-over" nature of the entire area. Individual development would likely improve the collection system that connects to the outfall lines. There are no stormwater detention ponds or facilities located in the City.

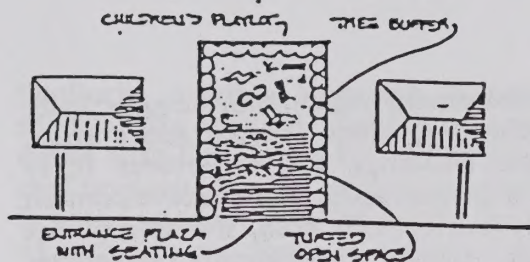
Public Utilities

Water Supply. The supplier of domestic water to the City is East Bay Municipal Utility District (EBMUD) which owns, operates, and maintains the existing system. The main water supply line is a 36"-diameter line in Hollis Street. The distribution system consists mostly of 8" and some 10" lines that create "loops" in a limited number of areas. At present, there are no identifiable, significant deficiencies in the system in terms of primary use for residential and nonresidential use or for emergency supply. However, many of the existing cast iron lines were installed in the 1920s and 1930s. These lines are replaced as needed when they fail, and are up-sized and replaced as required by development. Future flow increases can be handled by the 36" main in Hollis Street and no additional pump stations or reservoirs are required.

Wastewater Treatment. The existing sanitary sewer system consists of a series of collector lines running from east to west which are fed by laterals and a few north-south collectors. The main collector lines run westerly to Interstate 80 where they connect to a major interceptor pipeline that ranges in diameter from 66" just south of Ashby to 84" south of Temescal Creek. This major interceptor conveys wastewater to the EBMUD Sewage Treatment Plant in Oakland. The collector lines are owned and maintained by the City of Emeryville and the interceptor is owned and operated by EBMUD. Sewage from the City of Oakland, upstream from Emeryville, also flows in those collectors.

Because of a serious inflow/infiltration (I/I) problem, peak wet weather flow pushes the system beyond its capacity during major storms, resulting in raw sewage overflows. In an effort to control this problem, EBMUD is conducting an East Bay I/I study that will culminate in a 20-year capital improvements program specifying programs to rehabilitate publicly-owned sewer mains, construct relief sewers to increase capacity during wet weather, and rehabilitate privately-owned building laterals.

Other. Gas and electric service is provided by Pacific Gas & Electric Company. Gas mains are located underground within public rights-of-way. Electrical service is transmitted via underground and overhead utility lines. Telephone service is provided by Pacific Bell. There are no major generation, transmission, or distribution facilities in the City.



MINI-PARK
(2,000 to 10,000 square feet)

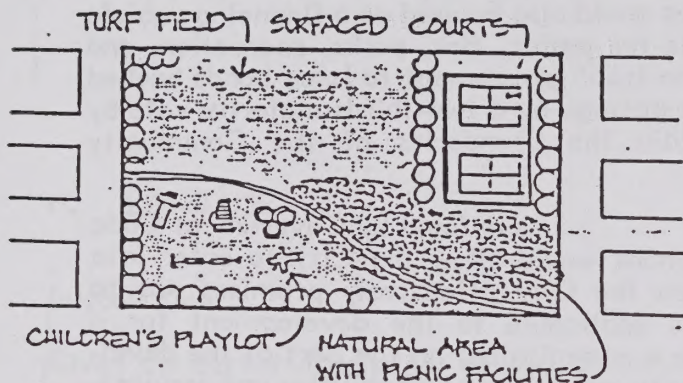
Typical Facilities

- toddler play area
- benches/seating
- basketball
- multi-use courts
- landscaping

Primary Users

- toddlers and parents
- children aged 5-14
- elderly

Maximum Optimal Distance
From Users: 1/4 mile.



MEDIUM-SIZED PARK
(1 to 2 acres)

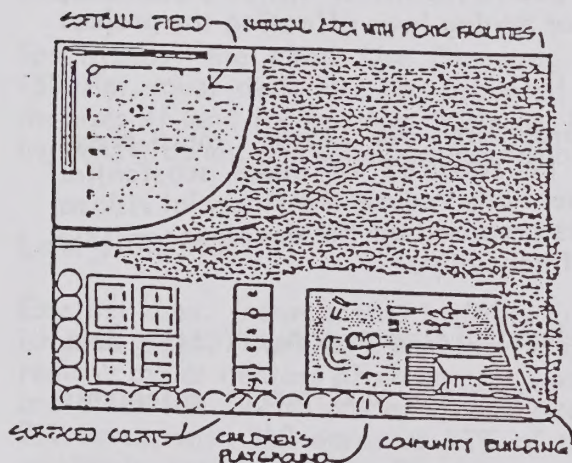
Typical Facilities

- toddler play area
- playground for older children
- multi-use courts
- multi-use playing field
- natural and landscaped areas with picnic facilities.
- benches/seating

Primary Users

- toddlers and parents
- children aged 5-14
- elderly

Maximum Optimal Distance
From Users: 1/2 to 1 mile.



LARGE PARK
(2 to 5 acres)

Typical Facilities

- toddler play area
- playground for older children
- tennis courts
- basketball courts
- softball field
- community building for programs
- natural and landscaped areas with picnic facilities
- benches/seating

Primary Users

- toddlers and parents
- children aged 5-18
- adults aged 18-39

Maximum Optimal Distance
From Users: up to 2 miles.

Figure III-11
RECREATION AREA PROTOTYPES

MERYVILLE GENERAL PLAN

Implementation

The Redevelopment Agency may acquire land, manage property, relocate people and businesses, clear land, prepare sites, build facilities, sell land, and rehabilitate buildings and structures (City Redevelopment Agency). To finance the improvements, the Redevelopment Agency can use property taxes from the redevelopment area, the sale of tax allocation bonds, mortgage revenue bonds, special assessments, developer contributions, and lease-purchase agreements.

The Mello-Roos Community Facilities Act authorizes local governments to levy special taxes within newly created community facility districts and to use the funds to pay for virtually any capital construction (City). The special taxes could also be used as a financing vehicle for operating and maintenance costs for police, fire, parks, recreation, and parkways. The bill also authorizes the local government to issue bonds backed by these special taxes, which require passage by a two-thirds majority vote by the registered voters residing within the boundaries of the Community Facilities District.

As defined by Government Code Section 65864, a development agreement would allow the City to enter into agreements with developers in which the City effectively promises not to change its planning or zoning laws applicable to the development for a specified period of time, in return for a commitment on the part of the developer to construct specific improvements, provide public facilities and services, develop according to a specified time schedule or make other commitments which the jurisdiction cannot ordinarily require of the developer.

Development agreements offer certainty in the development process: it assures the City that certain conditions it wishes to impose on the project (such as scheduling or provision of public facilities) will be performed, and it assures the developer that planning or zoning laws affecting the project site will not change.

The agreements are particularly appropriate for large multi-phase developments where the developer will be required to make substantial investments for public facilities. They essentially reduce the financial risk to the City by assuring that the improvements promised by the developer will be implemented even if the development fails financially.

Dedications and exactions permitted by the Subdivision Map Act (City) are:

- streets, drainage, public utility easements, and public easements (Government Code Section 66475);
- access to waterways, rivers, and streams (Government Code Sections 66478.4 and 66478.5);
- drainage and sanitary sewer facilities (Government Code Section 66483);
- bridges and major thoroughfares (Government Code Section 66484); and
- park and recreational purposes if the parks and recreational facilities are consistent with this Plan (Government Code Section 66477).

Similarly, possible locations for public facilities such as the civic center, schools, fire stations, and libraries can be reserved by local ordinance in accordance with Government Code Section 66479. A requirement for reservation of real property for the public uses indicated can be imposed if such requirement is based upon an adopted public facilities element, and if the reserved area is of such size and shape as to permit the balance of the property to develop in an orderly and efficient manner. The amount of land reserved cannot make development of the remaining land held by the subdivider economically infeasible. Upon approval of the final map, the City and the developer will agree to acquire the reserved area within two years after the completion and acceptance of all improvements, unless this time period is mutually extended.

F. LAND USE

Introduction

Given the earlier discussions of population and employment growth, and demand for public facilities, the crucial question is: how much land is needed to meet the future demand for residences, commercial businesses, industrial enterprises, recreation, and public services? The Land Use Element is intended to allocate sufficient area to accommodate Emeryville's future needs, to establish appropriate building intensities, and to minimize the impacts associated with incompatible uses located adjacent to one another.

Specifically, the Land Use Element, as set forth in Government Code Section 65302(a), must designate the proposed general distribution and general location of the uses of land for housing, business, industry, open space, education, public buildings and grounds, and other categories of public and private uses of land.

Land Utilization

Existing Uses. Incorporated in 1896, Emeryville originally was part of a large Spanish land grant. The City's excellent rail and highway access and its proximity to the region's major centers of commerce has continued to be attractive to manufacturing and other transportation-sensitive industries. The land portion of the City occupies 750 acres, with 340 acres or 45% of the total land occupied by manufacturing and wholesale activities, and 98 acres or 13% by residences. Development patterns, building types, railroad tracks, and Interstate 80 divide Emeryville into three subareas: the Peninsula, the Bayfront and East Emeryville. Within these subareas, the land uses tend to occur in discrete bands. Figure III-12 shows the City's current land uses; Table III-19 summarizes the acreage by use. A brief description of the subareas' predominant land use patterns is presented below.

Figure III-12.

EXISTING LAND USE, 1984

- RESIDENTIAL
- COMMERCIAL (RETAIL & SERVICE)
- OFFICE
- WHOLESALE
- MANUFACTURE
- MIXED USE
- P PARKING
- T TRUCKING AND TRUCK STORAGE
- S STORAGE YARD
- U UTILITY
- * PUBLIC FACILITY
- V VACANT



EMERYVILLE GENERAL PLAN

SEDWAY COOKE ASSOCIATES

Urban and Environmental Planners and Designers

SCALE IN FEET 0 200 400 600 800 1000 1200 1400 1600 1800 2000

TABLE III-19: EXISTING LAND USE, 1980

<u>Land Use</u>	<u>Acreage</u>	<u>% of City Total</u>
Manufacturing, warehousing, and transportation services	337.4	45.0
Residential	97.5	13.0
Office, retail, and commercial	75.0	10.0
Public facilities	13.6	1.8
Open space, recreation	75.0	10.0
Public rights-of-way	151.5	21.0
Total Land Area	750.0	100.0

Source: City of Emeryville, Final Environmental Impact Report on the Redevelopment Plan, August 1983, p. 32.

The Peninsula. The Peninsula comprises the entire land area west of Interstate 80 and consists entirely of bay fill. This area was originally a railroad pier built in the early 1900s. No solid land existed west of what is now the freeway until 1931 when a second pier was built just north of the first and the space in between was filled. Later that same decade, filling activity was resumed to construct the original marina. Between the 1930s and 1974, when bay filling became illegal, the Peninsula continued to grow and change shape on a regular basis.¹ During this time, the primary land uses were mostly recreational with some light industry. In the mid-1970s, an intensive redevelopment process began with construction of the Watergate apartment complex (later to be converted to condominiums), followed by construction of several high-rise office buildings, a major hotel, and several freestanding restaurants. Today, little remains of the Peninsula's historic land uses. The marina is still there in a much expanded form, and a park at the Peninsula's tip is one of the City's only major recreation and open space areas.

The Bayfront. The Bayfront is a band of land wedged between Interstate 80 on the west and the railroad tracks on the east. Like the Peninsula, the Bayfront land uses have been strongly influenced by the area's proximity to the bay and the freeway. However, here the redevelopment process has been less intensive and less pervasive. There are several relatively new mid-rise office buildings and commercial businesses clustered around the intersection of Powell Street and Interstate 80. With the exception of the Pacific Park Plaza condominiums, these buildings are surrounded by

¹Doris Sloan, ed., The East Bay Shoreline: Selected Environmental Issues, June 1982.

one- and two-story buildings accommodating trucking, wholesaling, and some manufacturing operations, ranging from the very small, with only one or two employees, to the very large, with over 500. Only a few business service activities that might serve the high-rise office buildings are in operation, including two print shops and several graphic designers. In general, these more intensive office activities within the Bayfront exist in spite of the traditional land uses, i.e., the trucking terminals, wholesalers, and manufacturers, with no mutual benefit or major conflict.

East Emeryville. East Emeryville encompasses a portion of the City east of the railroad tracks. This subarea has three major land uses that strongly contrast with each other. The first is manufacturing which also includes a smaller proportion of wholesaling and other business uses. Due to zoning restrictions, these activities are primarily contained between the railroad tracks and Doyle Street with a few exceptions along San Pablo Avenue and Adeline Street. The second major land use is the City's residential neighborhoods which lie east of Doyle Street and include the "Triangle" formed by San Pablo Avenue, Adeline Street, and the city limits. The third major land use is the retail commercial strip along San Pablo Avenue and Adeline Street.

Prospects for the Future. The following discussion considers how demand for non-residential land is expected to change in Emeryville. Residential land demand is discussed in the Housing Element.

Manufacturing. Manufacturing has been Emeryville's primary land use for over a century. This sector also dominates the City's economy, accounting for 42% of the total business establishments and 44% of total employment. Within the manufacturing sector in Emeryville there are six major subsectors including food, furniture, printing, chemicals and allied products, primary metals, and machinery, as well as a small but blossoming arts and crafts sector. There are several key factors that manufacturing businesses consider in selecting their plant location. Most manufacturing activities want to be close to either their source of raw materials or the market for their finished product. Because of Emeryville's location close to the geographic center of a large metropolitan region, it is a perfect location for firms with a broad market within the region. A second factor that works in conjunction with location is transportation access. Emeryville's proximity to the region's major highways and railroad lines makes it easy for companies to transport supplies and finished products. A third factor is the supply of space available for manufacturing activities. Until recently, land and space in Emeryville were relatively inexpensive and readily available, making the City a particularly good place for firms to start up.

The future manufacturing land use pattern will depend a great deal on where each subsector is in its business cycle. The food and primary metals sectors are both in the declining end of the cycle. This means that the market for these products has peaked and begun to wane. A number of food processing and primary metals operations have already closed around California. This would leave a considerable amount of space available for redevelopment either by other manufacturing firms or different land uses in Emeryville.

The machinery and parts subsector and the chemical and allied products subsector are considered mature industries in that their markets have probably reached their peak size. Firms in this category are still healthy but they are not expanding and are likely to begin declining over the next five to ten years, unless they modify their product lines to satisfy a changing market. Pfizer Chemical's operation is probably the best example of a mature industry.

Growth industries, i.e., companies with rapidly expanding markets, are also visible in Emeryville. These companies are likely to occupy space vacated by the declining industries, as well as creating pressure for new space to meet their different needs. The bio-technology research companies typify the new growth industries. These industries often have very different space requirements than the old manufacturing firms and they are not as transportation dependent since their goods are generally small and lightweight. Instead, other amenities including retail shops, restaurants, and open space have replaced some of the more traditional factors in location decisions.

Another important growth industry is Emeryville's burgeoning arts and crafts community. This group includes everything from custom furniture makers to painters and sculptors. While fine arts and crafts people are not manufacturing industries in the conventional sense, they are included here because they have special spatial requirements related to producing a specific type of product. Like the conventional manufacturing operations, arts and crafts people need inexpensive space where they can work, and sometimes live, without disturbing anybody.

Wholesaling. Wholesaling is another major sector in Emeryville from both a land use and an economic perspective. About 25% of the business establishments are in wholesaling and account for 11% of the City's total employment. Like manufacturing, this sector comprises a broad spectrum of activities and land use requirements. The range of activities includes trucking, warehousing/distribution, and manufacturers' representatives.

Trucking and warehousing/distribution are both very space intensive and reliant on good transportation access. Therefore, the City's comparative advantages regarding these factors have attracted many trucking and warehousing businesses. Most of these firms are concentrated in the Bayfront where they occupy much of this area's prime land. The large trucking companies, in particular, are directly adjacent to the freeway and are not crowded by the manufacturing operations clustered along the east side of the railroad tracks.

These two activities, more than any others in the City, are being displaced by completely different land uses as part of the City's redevelopment. There are two main reasons for this phenomenon. First, these industries require a lot of land but not a lot of investment in buildings or machinery. Consequently, they are very sensitive to land costs. If land costs increase dramatically, as they have in the Bayfront, trucking and warehousing will be displaced by land uses that can afford higher land costs. Second, trucking and warehousing industries are undergoing a restructuring process all over the country where distribution points are being centralized in non-metropolitan areas. Much of the Bay Area's trucking and warehousing businesses have moved to Sacramento or the Central Valley where land is cheaper and several metropolitan areas can be served from a central location.

Offices. This sector includes most business activities that occur in office buildings, including finance, insurance, real estate, and professional services like lawyers. In Emeryville, these activities are concentrated in the high-rise and mid-rise office buildings immediately east and west of Interstate 80. Although the tenants of these buildings may have no direct relationship to each other, the buildings themselves do have a relationship in that they create a distinct identity in the real estate market. If and when more buildings are built, particularly in the Bayfront area, Emeryville's identity as an industrial center will become increasingly less preeminent and the City's image as an office center will be enhanced. This enhanced reputation will help the marketability of all office space within the City.

Concentrations of office buildings also generate demand for certain types of business services like print shops, delivery services, and office machine repair. Like retail and personal services, these business services require certain office population densities and must be located in close proximity to their customers. Although the office density in Emeryville is not yet high enough to support a full range of business services, there are a few in the Bayfront area. If office development continues, more of these service businesses are likely to move into Emeryville.

Retail and Commercial. Retail and commercial activities, primarily personal services, are very dependent on being close and/or easily accessible to the population they serve. Some forms of retail and commercial activity benefit from being near residential areas while other activities tend to cluster near offices or other business establishments. In either case, the size of the population to be served is an important factor in determining the types of goods and services that are available. A population's disposable income is also a very important consideration to retailers. Because the residential population of Emeryville has historically been very small and was considered to have limited buying power, no major retailers, like supermarkets, chose to locate in the City. Except for a few corner locations such as at the Watergate complex and the Marketplace, most of Emeryville's retail and commercial enterprises are located on San Pablo Avenue or Adeline Street where they are accessible to Oakland residents and are visible to large numbers of drivers. Regional retail activities are typically found in conventional shopping centers and the large freestanding specialty or discount retail businesses that attract customers from a regional market area. Paramount to these concerns are convenience to the regional transportation system and visibility.

Areas Susceptible to Change. Because the factors affecting land use are numerous and complex, it is helpful to establish a simple measure for assessing potential change against which other factors can be weighed. One widely used measure is the ratio of investment, or improvements, on a given piece of land to its land value (I/L ratio). It gives an indication of how much the improvements, e.g., buildings, are worth relative to the value of the land. Using information available to the public from the county tax assessor, the ratio is calculated by dividing the assessed value of any individual parcel improvements by the land value. If the improvements and the land are worth the same, the I/L ratio equals one. If the improvements are worth twice as much as the land, the ratio equals two, and so on. Generally, when the improvements are worth less than the land, the property is more valuable for its potential rather than its current use. Therefore, market forces begin asserting pressure, and the land is likely to be sold or redeveloped for a more intensive use commensurate with the land value. Since passage of Proposition 13, property taxes are based on 1978 assessment values which are allowed to increase by 2% each year. A parcel can be reassessed at its full market value only when it is sold. If the assessed land values were inflated to reflect their current market value, the I/L ratio would be lower and many more parcels would be in the underutilized category than appear now.

The I/L ratios for all nonresidential parcels in Emeryville are shown in Figure III-13 and summarized in Table III-20. Patterns emerge in different areas of the City, highlighting where change is likely to occur, where it has already occurred, where it might occur five years from now, and what the exact land supply will be for each category.

TABLE III-20: LAND UTILIZATION BY SUBAREA (acres)

	<u>Peninsula</u>	<u>Bayfront</u>	<u>East Emeryville</u>	<u>City Total</u>
Underutilized	40.8	74.1	88.7	180.7
Marginal	0	16.2	44.3	60.5
Stable	59.5	30.2	84.4	174.1

Source: Sedway Cooke Associates, 1984.

Parcels with a ratio of less than 0.90 are the most likely to undergo immediate change. They are often typified by businesses in the declining phase of their business cycle and where land values have begun to rise as Emeryville has begun to attract more intensive development. This has already begun to happen in the Bayfront area. As described earlier, many wholesaling distribution operations have found it more cost-effective to centralize their distribution points in non-metropolitan areas where land is less expensive. It is these parcels that can be considered as the land supply available for redevelopment. Other locations that are expected to be available include lands owned by utilities and transportation companies, such as PG&E and Santa Fe, respectively. PG&E controls 13.5 acres of prime land along Hollis Street near the Old Town Hall. Santa Fe owns a considerable amount of land along Yerba Buena Avenue that is currently used by some trucking companies, primarily as storage areas.

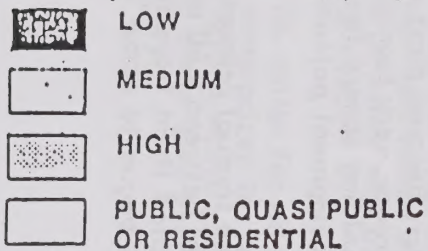
Those parcels with ratios of 0.90 to 1.40 have improvements valuable enough to sustain their current uses under present market conditions. Fewer are for sale than those with lower ratios and many buildings that are sold are rehabilitated instead of demolished. Most buildings with ratios of 1.11 to 1.40 are older structures possessing intrinsic aesthetic quality, making them good for adaptive reuse.

In an area like Emeryville where there is considerable development activity, property values are beginning to increase considerably. Based on the limited information available from recent land sales, property appears to be selling at about three times its assessed value. If the land portion of the parcel's assessment were inflated to reflect this increase, then the ratios on all property in the marginal range would drop into the underutilized category. This indicates that with changing market conditions, properties now considered relatively stable could become underutilized, paving the way for some form of reinvestment and land use change. However, because most of the buildings on parcels in this range lend themselves to adaptive reuse, very few will be removed to make room for new structures. Consequently, building square footage, rather than land acreage, is more representative of the development potential of the marginal parcels.

Parcels with ratios greater than 1.40 have generally incurred some form of reinvestment within the last five or so years. Many buildings with ratios between 1.40 and 2.00 have already undergone some rehabilitation which has elevated them from the marginal category. A considerable amount of this activity has begun to occur on

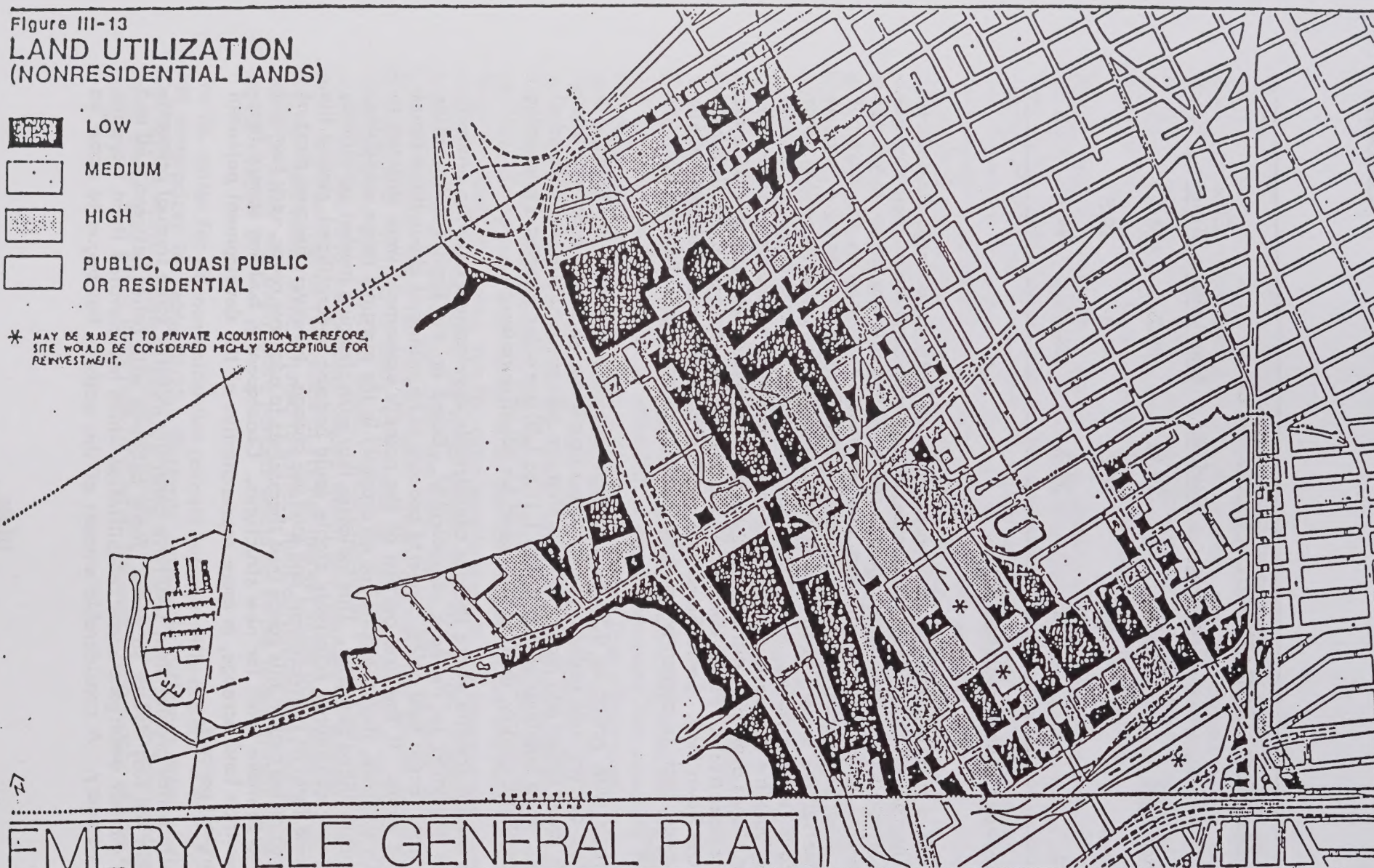
Figure III-13

LAND UTILIZATION (NONRESIDENTIAL LANDS)



* MAY BE SUBJECT TO PRIVATE ACQUISITION THEREFORE, SITE WOULD BE CONSIDERED HIGHLY SUSCEPTIBLE FOR REINVESTMENT.

III-97



EMERYVILLE GENERAL PLAN

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Horton Street from 45th Street north to the railroad tracks. Many of the parcels with ratios in the 2.01-4.00 range are newer buildings built between 1960 and 1970, like the large warehouse facility to the north of Pfizer Chemical. Most parcels with ratios over 4.00 have new buildings on them built in the last ten years. Only in a few instances have older buildings undergone enough rehabilitation to be valued at a ratio of over 4.00. Most notable of these are the buildings occupied by Cetus that were upgraded to incorporate the laboratory requirements of the bio-technology industry. In terms of long-range land use planning, all parcels in the stable category can be expected to remain in their existing physical form if not their current land use.

Land Use Compatibility

Land uses can be complementary as well as conflicting. Conflicts can take a variety of forms and generally occur when different land uses exist in close proximity and where one use infringes on the environmental quality of the other. The major land use conflicts in Emeryville involve visual conflict and noise. There may be additional conflicts, but a visual analysis and land use survey of the entire City indicated that these two are the most serious and pervasive.

Visual Conflicts. Visual conflicts often occur in locations where two adjacent and very different land uses have no buffering or intervening use between them. This type of problem occurs along Doyle Street from Ocean Avenue at the north end to the street's southern end, because it delineates a major transition between residential uses on its east side and industrial uses on its west side. Consequently, many houses face directly onto heavy manufacturing operations. A second area where visual conflicts exist is the commercial strip along San Pablo which abuts a residential area. This strip, which serves a regional market, attracts considerable vehicular traffic that bears no relationship to the residential area behind it. The nature of all strip development is visually unappealing and its automobile orientation, clutter of street signs and lights, and population density are not particularly compatible with a low-density residential neighborhood.

Smaller areas of visual conflict also exist along Adeline Street where commercial and industrial land uses are inappropriately intermixed. Also, the City's entire southeastern tip, including the stretch along the railroad tracks, is a mix of uses where visual conflict and blight are among many physical conditions requiring attention.

Noise. Industrial areas, besides producing negative visual impacts, create other problems, including excessive noise. In Emeryville, which is a small area, there are a number of locations where manufacturing activity noise levels disturb adjacent residential neighborhoods. In addition to the operational noise generated by manufacturing activities, the City's manufacturing, trucking, and wholesaling businesses most often involve intensive trucking activities to transport materials or finished products. Because of the organization of the City's land uses, trucks often must traverse residential neighborhoods to reach their destinations. The noise and safety hazards imposed by this traffic are inappropriate and detrimental to the environmental quality of the City's residential areas. The issue of noise compatibility raised here has significant implications for the distribution of future land uses. A fuller discussion of this concern is presented in the Noise Element of the Public Health and Safety component.

G. COMMUNITY DESIGN

Introduction

Community design is a process of designing an urban setting comprehensively. It concentrates on the overall visual impressions and functioning of the entire City, without dictating the design of individual buildings. While a main function of the Housing and Land Use Elements is to promote better utilization of City assets by designating future densities and particular uses, the function of community design is to unify all elements in a meaningful three-dimensional structure. Community design is expressed primarily through the arrangement of buildings and City spaces. The enjoyment, contentment, and pride of the community springs mainly from these relationships and connections, from the quality of the City spaces, and from the comprehension of the City organization, landmarks, and focal points within it. To make this process viable, community design must influence new construction, preserve distinctive buildings, integrate landscaping in design requirements, and encourage diversity by accommodating and interrelating as many urban functions as possible. In this way the future City will not be a product of piecemeal decisions made around a few individual buildings, but a coordinated organization with the visual and functional interrelationships of spaces and buildings fully considered.

The primary concern of Emeryville's Community Design Element is to shape the City's future physical and spatial form at several levels: regional, City, and site. At the regional level, the City structure is organized to reflect its relation to surrounding communities. At the citywide level, the City's historic spatial organization is preserved and reorganized, where necessary, to serve as the basic pattern for new development. Finally, at the site level, attention is turned toward particular prominent sites which have the role of major activity centers for future development.

Regional Setting

Emeryville is centrally located in the East Bay between Berkeley and Oakland and as such is integrally related to the region's image. As shown in Figure III-16, this part of the East Bay is framed by two dominant natural elements: the hills to the east and the Bay to the west. The majority of the area between these natural features is characterized by low-rise housing areas, accentuated intermittently by landmarks like the Claremont Hotel, Lawrence Hall of Science, and the U.C. Berkeley Campanile. Prominent man-made urban elements of this setting, such as downtown Oakland, the maritime facilities of the Port of Oakland, Emeryville's waterfront development, and downtown Berkeley, are easily recognizable and help to define the region's image.

The City historically has been an integral and cohesive part of the East Bay physical setting. Between the waterfront and San Pablo Avenue, Emeryville's early development pattern blended in form and appearance with the low-rise industrial and housing areas that spread uniformly throughout the East Bay. A gridiron street system, with major streets running from the hills to the Bay (University, Ashby, etc.) and north-south connectors (San Pablo, Telegraph, etc.), provided organization and orientation to the development pattern. This physical setting was dramatically changed by the construction of the freeway system, which physically divided virtually all of the East Bay urban area from its waterfront. The extension of the East Bay waterfront lands into the Bay through landfilling further reduced the historic cohesiveness of the region, because the new lands had no organic, functional tie with the existing physical setting.

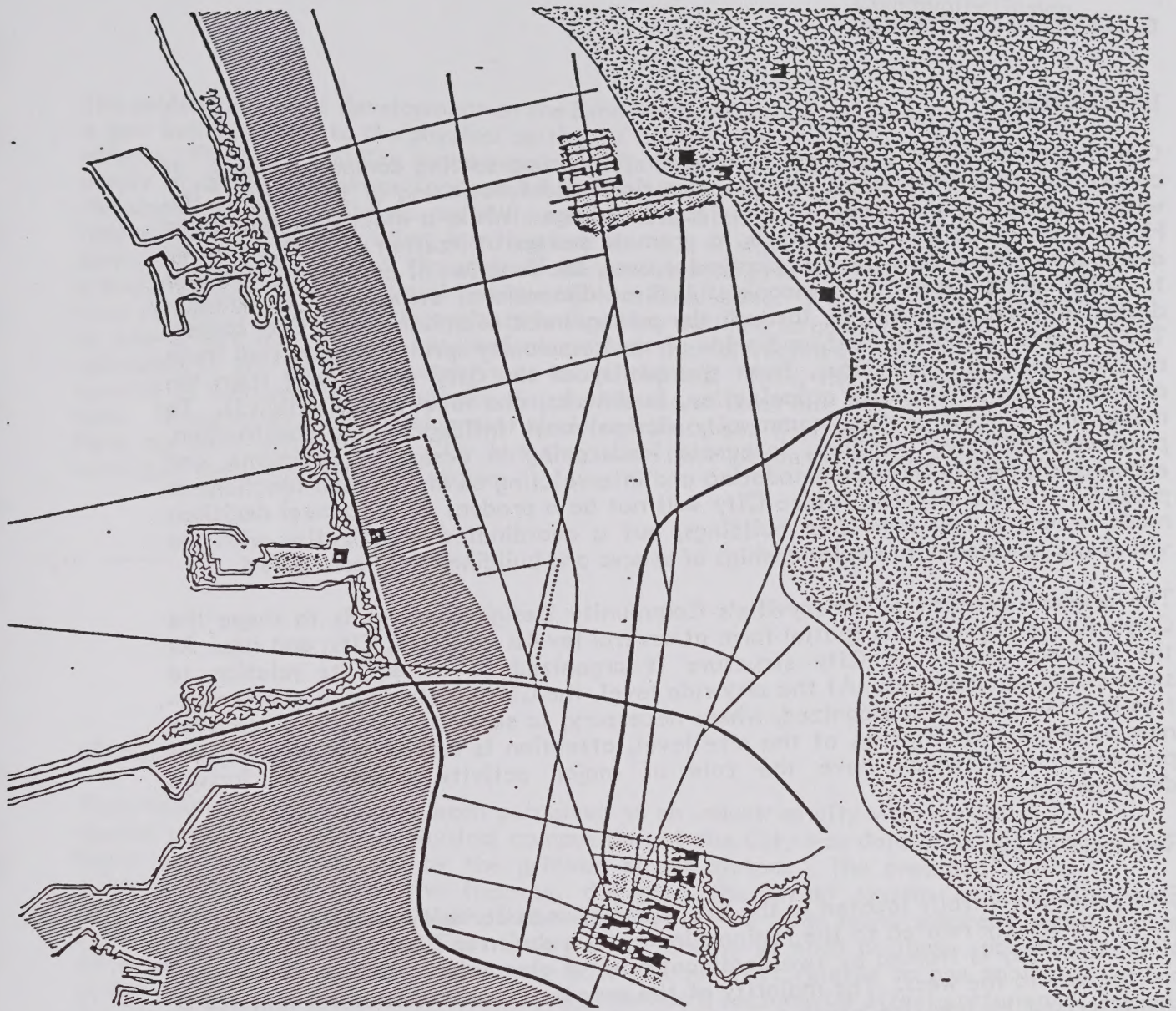


Figure III-16
REGIONAL PHYSICAL SETTING

- | | |
|-------------------------------------|---|
| — EMERYVILLE CITY LIMITS | CITY CENTER HIGH-RISE CONCENTRATION |
| DOMINANT BAY EDGE | RESIDENTIAL MID-RISE |
| SIGNIFICANT OPEN SPACE | PREDOMINATELY SINGLE FAMILY RESIDENTIAL |
| DOMINANT HILLS | INDUSTRIAL AREA |
| NATURAL SPACE | DOMINANT TRAVEL CORRIDOR |
| DOMINANT MID-OR HIGH-RISE BUILDINGS | STREET NETWORK |

EMERYVILLE GENERAL PLAN

SEDWAY COOKE ASSOCIATES

Urban and Environmental Planners and Designers

G. COMMUNITY DESIGN

Introduction

Community design is a process of designing an urban setting comprehensively. It concentrates on the overall visual impressions and functioning of the entire City, without dictating the design of individual buildings. While a main function of the Housing and Land Use Elements is to promote better utilization of City assets by designating future densities and particular uses, the function of community design is to unify all elements in a meaningful three-dimensional structure. Community design is expressed primarily through the arrangement of buildings and City spaces. The enjoyment, contentment, and pride of the community springs mainly from these relationships and connections, from the quality of the City spaces, and from the comprehension of the City organization, landmarks, and focal points within it. To make this process viable, community design must influence new construction, preserve distinctive buildings, integrate landscaping in design requirements, and encourage diversity by accommodating and interrelating as many urban functions as possible. In this way the future City will not be a product of piecemeal decisions made around a few individual buildings, but a coordinated organization with the visual and functional interrelationships of spaces and buildings fully considered.

The primary concern of Emeryville's Community Design Element is to shape the City's future physical and spatial form at several levels: regional, City, and site. At the regional level, the City structure is organized to reflect its relation to surrounding communities. At the citywide level, the City's historic spatial organization is preserved and reorganized, where necessary, to serve as the basic pattern for new development. Finally, at the site level, attention is turned toward particular prominent sites which have the role of major activity centers for future development.

Regional Setting

Emeryville is centrally located in the East Bay between Berkeley and Oakland and as such is integrally related to the region's image. As shown in Figure III-16, this part of the East Bay is framed by two dominant natural elements: the hills to the east and the Bay to the west. The majority of the area between these natural features is characterized by low-rise housing areas, accentuated intermittently by landmarks like the Claremont Hotel, Lawrence Hall of Science, and the U.C. Berkeley Campanile. Prominent man-made urban elements of this setting, such as downtown Oakland, the maritime facilities of the Port of Oakland, Emeryville's waterfront development, and downtown Berkeley, are easily recognizable and help to define the region's image.

The City historically has been an integral and cohesive part of the East Bay physical setting. Between the waterfront and San Pablo Avenue, Emeryville's early development pattern blended in form and appearance with the low-rise industrial and housing areas that spread uniformly throughout the East Bay. A gridiron street system, with major streets running from the hills to the Bay (University, Ashby, etc.) and north-south connectors (San Pablo, Telegraph, etc.), provided organization and orientation to the development pattern. This physical setting was dramatically changed by the construction of the freeway system, which physically divided virtually all of the East Bay urban area from its waterfront. The extension of the East Bay waterfront lands into the Bay through landfilling further reduced the historic cohesiveness of the region, because the new lands had no organic, functional tie with the existing physical setting.

The relatively recent development on the Emeryville Peninsula, which has introduced a new building form to the physical setting of the East Bay waterfront, has had two effects. First, the building forms represented a significant break from the predominantly low-rise development pattern of the East Bay. As freestanding towers along the shoreline, these buildings are obvious landmarks from the major travel routes and help provide some orientation, but they are now out of scale and character with the surrounding areas. Second, the scale of the new structures is more representative of a major center than of a small community like Emeryville. The perception one has upon seeing these large-scale projects is that they define a large urban setting. Yet, as one enters the area, it becomes clear that the tall buildings are isolated and unrelated to any of the adjacent uses and activities. Thus, the new development creates an inappropriate image for Emeryville—or at least one that is now premature. In summary, the development decisions that have been made in Emeryville have not only affected the City but they also have begun to reshape the visual setting of the entire East Bay region.

Citywide Organization

Traditionally, Emeryville has been perceived as an industrial city with a small residential area. The primary physical composition of the City was determined by this basic land use pattern and by the gridiron street system. The presence of the railroad lines, and later the freeway, disrupted the street system and posed formidable physical barriers that divided Emeryville into three major subareas: the Peninsula, the Bayfront, and East Emeryville. Today, in each of these subareas, different land uses and physical forms exist that are not related to one another, either visually or functionally. East Emeryville has a rectangular street pattern and low-rise development; the Bayfront lacks an organized street system, and is dominated by large, bulky industrial buildings and open storage spaces; and the Peninsula contains new, virtually unrelated land uses like a marina, multifamily residential structures, and office buildings in a high-intensity, mid- to high-rise building form.

The City's identity is also poorly defined by the lack of clear borders. They roughly follow Ashby Avenue on the north, San Pablo Avenue and Adeline Street on the east, Interstate 580 on the south, and the Bay on the west. There are several key points from which to enter the City by car, but they are poorly defined or confusing, and they do not provide a point of orientation for people coming into Emeryville. Moreover, the only two streets which are continuous throughout the City are Powell and Hollis. Continuity is further impaired in the Bayfront and parts of East Emeryville, where the railroad lines and industrial uses have physically disrupted the traditional, more regular city block pattern. Presently, the most visually prominent features of Emeryville are due to the departure from traditional building heights. New development on the Peninsula and Bayfront encompasses housing and office structures 4-30 stories high. Amidst this contrast of physical scales, there is no sense of community identity. A City center does not exist; the old commercial strip

along San Pablo Avenue is underutilized; and the small shopping area on the Peninsula is inaccessible to most of Emeryville's citizens.

Emeryville's traditional physical structure is changing rapidly, and the City is becoming a collection of spatially disconnected activities. This process may be reversed by taking advantage of two major local resources: the City's size and its location. Emeryville's small size is advantageous because all presently segregated City subareas can be planned and designed as a part of a larger citywide scheme. With major parcels of redevelopable land, there are opportunities to develop a cohesive system of circulation, major land uses, open space, and activity centers. These functions should be organized to take advantage of the City's highly visible and accessible regional location and promote Emeryville as a city which offers a high quality of life.

The major components of community design on a citywide scale are identified below and policies addressing each component follow.

- Building form establishes the City's regional image, visual diversity, and neighborhood identity. This component addresses individual buildings but is most concerned with the image created by a collection of buildings and how they relate to surrounding areas. Important features used to control and influence building form include the height, shape, and size of buildings and the physical dimensions and spacing of city blocks.
- Cityscape defines the character and appearance of main travel routes: the distinction among City streets, blocks, and open spaces; and the connections of the natural environment and public parks to the landscaped City street system, pedestrian routes and public plazas. An important concept in designing a meaningful cityscape is that of continuity. Continuity refers to providing a coherent visual image. For example, a continuous street facade would be characterized by appropriate landscape, buildings that are of similar size and bulk, and blocks that are predominantly occupied by building frontages rather than parking lots, vacant lots, and open storage areas.
- Activity centers serve as focal points within City subareas and unify districts and neighborhoods.

Activity Centers

Activity centers are focal points of high-intensity, people-oriented activities. They are typically found at important points along the City's circulation and open space networks, and provide a connection between different predominantly single-use districts and neighborhoods. Activity centers are generally composed of different mixed-use buildings organized around a public open space that relates to the surrounding uses and helps create a coherent and distinct physical image.

Emeryville's existing public and commercial functions are dispersed throughout the City and isolated from each other. Existing buildings focus primarily on a single use: office towers on the Peninsula and large industrial structures in central Emeryville. Although they fulfill their basic single functions, these concentrations create isolated environments that cannot be combined easily to generate diverse activities.

Zoning may apply to entire districts or to specific sites in the case of special purpose, overlay, or floating zones. Overlay or floating zones could be used to establish design requirements for scenic areas, historic areas (such as around Park Avenue and Horton Street), view corridors, or activity centers.

As an example, conventional zoning or special historic site zoning can be employed to limit uses, signage, parking, building heights, vegetation, and other characteristics to those that will be consistent with the character of the existing landmark or focal point and to limit density, lot coverage, and setbacks to allow for full development without affecting the historic or focal element(s) on the site.

The California Government Code allows preparation of specific plans to regulate site development, including specification of type of use permitted, allowable density, building placement and bulk, areas to remain in open space, and provisions for roadways, utilities, and landscaping. These provisions provide greater flexibility than is possible with conventional zoning, since under the specific plan, conditions are established based on specific site conditions. With these provisions, requirements can be varied from one legal parcel to another to help achieve an attractive, functional development project and one that complements and supports surrounding activities.

H. LANDSCAPE

Introduction

The Role of Landscaping in the Urban Environment. The urban environment is characterized by densely packed buildings, concrete, automobiles, and their attendant dust, noise, wind, and glare. The degree of such conditions has a profound impact on the "liveability" of any city. Landscape amenities, including lighting, signage, street furniture, public art, water features, and large-scale plantings, can help to mitigate these harsh environmental conditions and create a positive community image. Plants, in particular, because they are a natural, living element, can bring a sense of nature into the City. From a design perspective, plantings can help express the character of an area, and visually connect disparate elements. A separate Landscape Element has been provided in this Plan to highlight the special importance of public landscape amenities, and plantings in particular, and establish policies that ensure that priority is given to them in the planning process. This element is closely related to other General Plan elements; namely, Circulation, Public Facilities, Land Use, and Community Design.

Streets and Circulation Routes. Aside from parks and public plazas, which are considered in the Public Facilities, Land Use, and Community Design Elements of this Plan, the City's streets and other circulation routes make up the bulk of the public environment. Public streets are part of the daily life and routine of all residents. Street landscaping, therefore, provides an immediate benefit to a great proportion of the City's population. Street tree plantings can help unite conflicting architectural styles, provide shade and shelter for pedestrians, and give welcome visual relief and reduce glare from expanses of paved surfaces. Mature trees are structural elements in their own right and can be used to define and enclose spaces in the City.

Existing Landscape Character

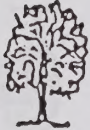
A survey of Emeryville's streets reveals great disparities between the landscape character of different areas. East Emeryville consists of a mixture of industrial, manufacturing, and older residential development. Although there are intermittent plantings of street trees, the scene is dominated by overhead utility wires, cars, and the visual discordance between buildings of different sizes, shapes, and finishes, with varying heights and setbacks. The Bayfront area, with the exception of the new development along Interstate 80, consists entirely of large-scale industrial and manufacturing uses, and has virtually no landscape amenities. The Peninsula area has extensive landscaping within the Watergate complex and along the Powell Street corridor, but the office and restaurant area near the freeway is characterized by huge parking lots, a lack of trees, and an environment generally unfavorable to pedestrians. In general, throughout the City, new developments are well-landscaped, but are anomalies within the greater context, surrounded on all sides by a relatively barren landscape. Sidewalks in industrial areas are very narrow or entirely absent. The City's scattered commercial areas are sorely lacking in landscape amenities. The intermittent trees on San Pablo Avenue are often neglected and are so small in relation to the width of the street and the intensity of the traffic that they have minimal effect.

The present pattern of intermittent, uncoordinated street landscaping is largely the result of piecemeal private development and the efforts of individual landowners. In order for the City to create an integrated street landscape system, it must address the problem at a level higher than that of the individual property or development project.

Commercial Streets: San Pablo/Powell Corridors. These streets, which are the major vehicular thoroughfares as well as commercial strips, are important in presenting the public image of the City to residents as well as motorists passing through. With landscape amenities, these streets could become attractive to pedestrians. Because of the width of the streets and number of traffic lanes, a planted median strip, including both trees and shrubs, is desirable. The trees in the median should provide some seasonal display, such as spring flowering or fall color. Sidewalk trees, located in tree wells and in raised beds containing shrubs or flowering ground cover, should be evergreen and of a height and spread in scale with the width of the street. Street tree planting should be part of an overall street re-design to facilitate parking and drop-offs, create seating areas, and improve signage and lighting. Special paving treatments, planters, trash containers, lighting fixtures, and benches would be appropriate for these areas. An illustration of the landscape concept for this area is found in Figure III-25.

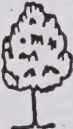
Pedestrian and Bicycle Corridors. Pedestrian and bicycle paths, located on abandoned rights-of-way or created in new developments, will form a circulation network linking the City's major open spaces and activity centers. These are essentially linear parks, containing paved plaza spaces at street intersections, paved or unpaved pathways, tot lots or other formal recreational facilities, seating areas, informal recreation areas, and formal or informal plantings. Large spaces, 60-120 feet wide, can accommodate informal lawn areas for recreation and picnicking, alternating with woody or flowering ground cover to minimize watering needs. Narrower spaces, up to 60 feet wide, will have a more formal design, with paved pathways and seating alcoves. An illustration of this type of corridor is shown in Figure III-26. Large trees, tall evergreens of a columnar or a spreading habit, should be used to emphasize the linear form of the corridors. Smaller trees and woody shrubs and ground cover with seasonal color and annual flowering displays will accent the background structure of the large evergreen trees. Areas bordering Temescal Creek should be planted with native riparian species.

TABLE III-22: RECOMMENDED TREE SPECIES FOR LANDSCAPE CORRIDORS (cont.)

Botanical Name, Common Name	Features/Problems	Height/ Spread	Texture	Growth Habit	Corridor Types
 <i>Acer macrophyllum</i> Big leaf maple	DEC, fall color, flowers, Ca. native, riparian, needs moisture	30'-100'/ 30-60'	coarse	variable, spreading	2
 <i>Albizia julibrissin</i> Silk Tree	DEC, flowers, specimen litter, d.t.	25'-40'/ 35'	Fine	Spreading	2,3,6
 <i>Alnus rhombifolia</i> White alder	DEC, Ca. native, riparian, needs moisture	40-100'/ 40'	Medium	Spreading- Upright	2
 <i>Brachychiton populneum</i> Bottle tree	BLE, d.t., litter	30'-50'/ 30"	Medium- Coarse	Upright	1,2,3
 <i>Callistemon viminalis</i> Weeping Bottle brush	BLE, red flowers, d.t.	20-30'	Fine	Upright, Weeping	4
 <i>Catalpa speciosa</i>	DEC, flowers, fast growth, tropical effect, messy	40'-60'/ 30'-40'	Coarse	Upright	3
 <i>Caratonia allicqua</i> Carob	BLE, nice foliage, needs good drainage	30'-40'/ same	Medium	Compact, Spreading	1

KEY: BLE: Broad-leaf Evergreen DEC: Deciduous d.t.: drought tolerant
 Landscape Corridor Types: 1. Commercial Streets 2. Pedestrian and Bikeways 3. City Boulevards
 4. Industrial Streets 5. Residential Buffers 6. Other

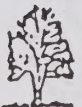
TABLE III-22: RECOMMENDED TREE SPECIES FOR LANDSCAPE CORRIDORS (cont.)

Botanical Name, Common Name	Features/Problems	Height/ Spread	Texture	Growth Habit	Corridor Types
 <i>Cinnamomum camphora</i> Camphor tree	BLE, foliage color, casts deep shade	large	Medium	Upright, Spreading	1,4,6
 <i>Ficus nitida</i> Indian laurel	BLE, clean, neat, mod.-fast growth		Medium	Upright, Compact	4
 <i>Fraxinus velutina</i> "Modesto" Modesto ash	DEC, fall color, shade, pests, fungus	30'-50'/ 30'	Medium	Spreading	2,6
 <i>Ginkgo biloba</i> Maidenhair tree	DEC, fall color, likes heat, use male forms only	30-50'+	Medium	Upright, Spreading	2,6
 <i>Geijera parviflora</i> Australian willow	BLE, neat, pest-free, d.t.	20-30'/ 20'	Fine	Compact, spreading	1,4
 <i>Gravillea robusta</i> Silk oak	BLE, fern-like leaves, rapid growth	50-60'/ 25'	Fine- Medium	Upright- Narrow	1
 <i>Hoheria populnea</i> New Zealand Lace Bark	BLE, flowers, graceful, d.t.	50'-60'	Medium		2

KEY: BLE: Broad-leaf Evergreen DEC: Deciduous d.t.: Drought tolerant

Landscape Corridor Types: 1. Commercial Streets 2. Pedestrian and Bikeways 3. City Boulevards
4. Industrial Streets 5. Residential Buffers 6. Other

TABLE III-22: RECOMMENDED TREE SPECIES FOR LANDSCAPE CORRIDORS

	Botanical Name, Common Name	Features/Problems	Height/ Spread	Texture	Growth Habit	Corridor Types
	<i>Laurus nobilis</i> Laurel	BLE, formal, slow growth, needs good drainage	12'-40'	Medium- Coarse	Upright, Compact	4
	<i>Leptospermum laevigatum</i> Australian tea tree	BLE, flowers, seaside cond., d.t., needs gd. drainage	30'	Fine	Spreading	3
	<i>Liquidambar styraciflua</i> American sweet gum	DEC., scarlet fall color resembles maple	60-70' / 30-40'	Medium- Coarse	Upright- Narrow	5
	<i>Lyonothamnus floribundus</i> 'Asplenifolius' Ironwood	BLE, Ca. native, d.t. seaside conditions	25'-60' / 20'-40'	Fine		2
	<i>Malus</i> spp. Crabapple	DEC., flowers specimen	25'-30'	Medium	Spreading	2,3
	<i>Magnolia grandiflora</i> Southern magnolia	BLE, flowers, slow to establish	30'	Coarse	Upright- Spreading	2,3
	<i>Paulownia tomentosa</i> Empress tree	DEC, flowers, fragrance, tropical effect, litter	40'/30'	Coarse	Upright Spreading	3

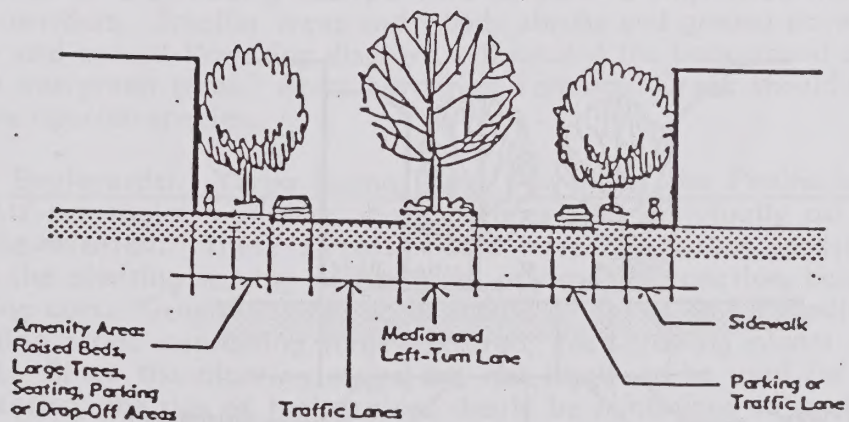
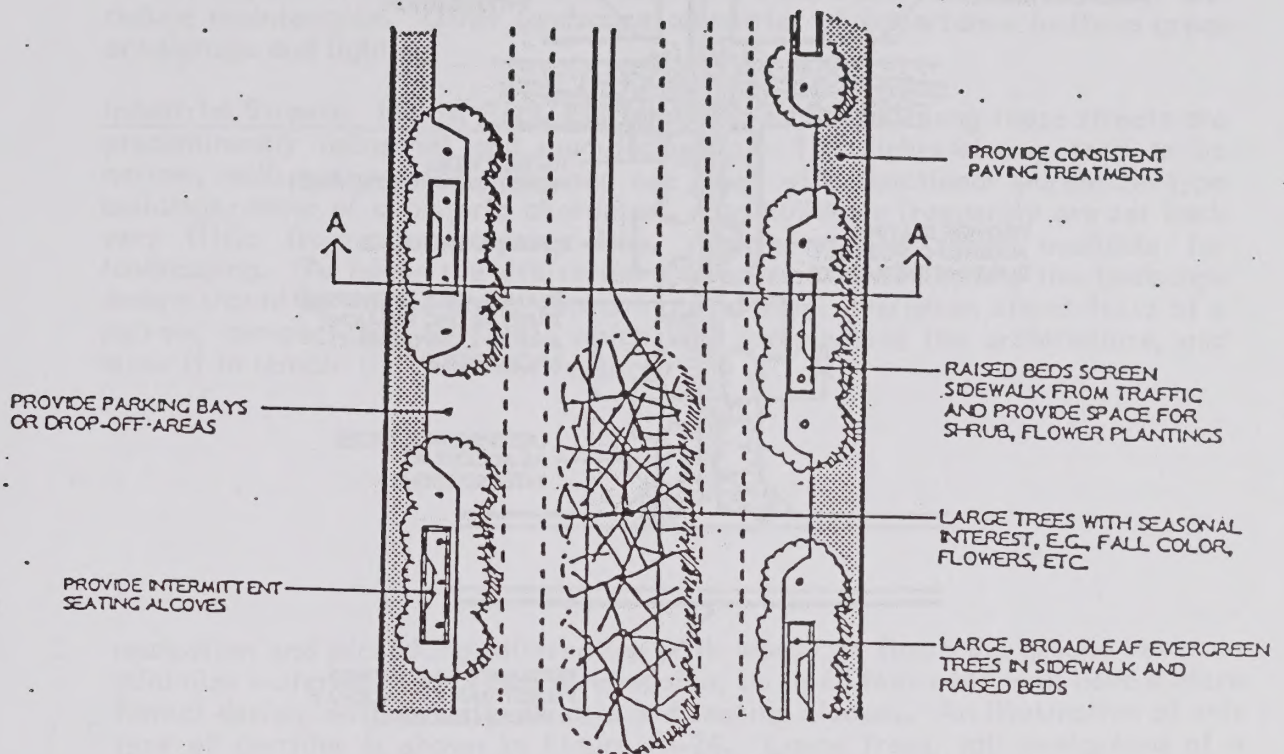
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TABLE III-22: RECOMMENDED TREE SPECIES FOR LANDSCAPE CORRIDORS (cont.)

Botanical Name, Common Name	Features/Problems	Height/ Spread	Texture	Growth Habit	Corridor Types
 <i>Pistacia chinensis</i> Chinese pistache	DEC, fall color, shade, d.t., pest-free	30-50'/ same	Medium	Spreading	1,2,5,6
 <i>Prunus serrulata</i> Japanese flowering cherry	DEC, flowers	20-25'/ 10'-20'	Medium	Spreading	1,2,5,6
 <i>Schinus terebinthifolius</i> Brazilian pepper	BLE, fruit (red berries), d.t.	15'-30'	Medium- Coarse	Upright, Spreading	1,4,5
 <i>Tristania conferta</i> Brisbane box	BLE, bark, flowers, fast-growing	30-60'	Coarse	Upright	1
 <i>Washingtonia robusta</i> Fan palm	Palm, dramatic accent, tropical effects	80-100'/ 12'	Fine- Medium	Upright	3
 <i>Zelkova serrata</i> Zelkova	DEC, fall color, pest-free	50-60'/ 30-40'	Medium- Fine	Upright- Vase Shaped	1

KEY: BLE: Broad-leaf Evergreen DEC: Deciduous d.t.: drought tolerant

Landscape Corridor Types: 1. Commercial Streets 2. Pedestrian and Bikeways 3. City Boulevards
4. Industrial Streets 5. Residential Buffers 6. Other



SECTION A-A

Figure III-25.
TYPICAL LANDSCAPE TREATMENT:
COMMERCIAL STREETS

Residential/Buffers: Doyle, Adeline, 47th Street in the Triangle. This type of corridor typically occurs where residential uses abut with commercial, warehouse, or mixed uses, or within residential areas separated by wide streets. Where residential and non-residential uses are on opposite sides of the same street, landscaping should serve to visually unite the two sides of the street, and to some extent, to screen the commercial/warehouse buildings from the residential uses. Sidewalks should contain a planting strip for street trees and ground cover. Commercial buildings should have a planted setback or foundation planting if space allows. Street trees should be medium size, with a strong form and possibly seasonal effects.

Other. This category covers the remaining local streets not identified above. Landscaping on these streets would be desirable primarily to provide an aesthetically pleasing atmosphere. Street trees should be medium size, fan-shaped, and deciduous.

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Other. This category covers the remaining local streets not identified above. Landscaping on these streets would be desirable primarily to provide an aesthetically pleasing atmosphere. Street trees should be medium size, fan-shaped, and deciduous.

Initial investment, maintenance, and replacement costs can be significantly reduced through the choice of appropriate species and the design of irrigation systems. Examples of appropriate species are native California plants or plants native to regions climatically similar to northern coastal California which require less water and are more pest- and disease-free than many commonly used ornamental plants. Minimizing lawn turf areas, which typically consume 70% of landscape water requirements; and using drought-tolerant ground cover or turf species requiring little water will reduce maintenance costs. Use of smaller-sized nursery stock in initial installation, except in areas where an immediate effect is desired, is generally recommended. Studies have shown that the size of plants after five years is the same for 1-gallon plants as for 15-gallon, and the smaller plants are stronger and more drought-tolerant.

¹Saratoga Horticultural Foundation, Success List of Water-Conserving Plants, September 1982.

because they are able to form a deeper root system than the larger plants. Needless to say, the smaller container stock is less costly than the larger stock.

The typical urban street is a difficult environment for plants to survive in because of reduced air quality, soil compaction and limited root area, damage from vehicles, foot traffic, pests and diseases, wind tunnel effects, and a host of other problems. With adequate commitment of public resources, these problems can be surmounted through provision of adequate space for plantings, proper species selection, and installation and regular maintenance of plantings. It is essential to the success of any City landscaping program that an adequate commitment of resources be made for ongoing maintenance. Without proper maintenance of plant materials, especially in the critical first five years of growth, the funds spent for installation are wasted. Badly maintained, weedy, or dead landscape plantings are a demoralizing sight, and actually may be worse for a City's image than no landscaping at all.

¹Ibid.

CHAPTER IV: ENVIRONMENTAL RESOURCES

A. INTRODUCTION

Natural resources represent ecological and economic benefits to the City as well as valuable recreational and scenic amenities. State law requires cities and counties to identify natural resources and to prepare and implement policies guiding their management. The legislative requirements, outlined in the Government Code, include:

- Section 65302(d) which requires the preparation of a conservation element to guide the conservation, development, and utilization of natural resources.
- Sections 65560, et seq., which require the preparation of an open space element specifying open space land for the preservation of natural resources, the managed production of resources, outdoor recreation, and public health and safety.

Open space and natural resources are not merely undeveloped land or leftover spots of vacant lands. Instead, they play a vital part in the organization and identity of the community. These resources can help to create a high-quality environment, which stimulates the economic and social health of the community.

Accordingly, the Environmental Resources component of the Emeryville General Plan identifies lands of ecological value, specifies policies for the protection of plant and animal life, and outlines measures for appropriate use and protection of resources which are expended or affected by human activity. The elements in this component include:

- Water Resources;
- Biological Resources;
- Air Quality;
- Energy; and
- Cultural and Historic Resources.

Open space falls into two very general categories: ecological preserves, and active or passive outdoor recreation. The first type of open space can protect the habitat of an endangered species or provide scenic beauty. Its size and location is dictated by the natural factors which define it. The second type can be provided in several different locations, and its size requirements are flexible. Because the primary open space opportunities in Emeryville exist along the Bay shoreline, the General Plan presents open space issues within the Water Resources, Biological Resources, and Public Facilities Elements.

The ultimate intent of the Environmental Resources component is not to prohibit the development or use of natural and cultural resource areas; rather it is to increase access where this access will not destroy the natural or cultural value of an area, and to encourage public education and participation in the protection of natural or cultural resources. In some cases, protection does necessitate development restrictions.

The policies and discussion within the Environmental Resources component must be considered in conjunction with those of other General Plan components and elements, particularly those of land use, environmental hazards, and community design. Land uses and community design are in many cases governed by environmental resources. The need to protect biological resources, for example, will call for restrictions in land use. Conversely, many natural resources, such as open space, can define the community and will be utilized as a key to the City's recreation and community design opportunities. In some cases, natural resource areas also serve public safety purposes. A natural preserve may be designated in a flood or seismic hazard area, for example. Thus, the policies of the elements in the Environmental Resources component overlap with the rest of the General Plan.

B. WATER RESOURCES

Introduction

There are three major water resources in Emeryville: San Francisco Bay; Temescal Creek, which flows through the southern portion of the City and empties into the Bay; and ground water. Drinking water is supplied by the East Bay Municipal Utility District (EBMUD) from a reservoir in the East Bay hills. Although the supply of adequate drinking water is not presently a constraint to future growth, and the quality of the City's water resources does not directly affect water for drinking, water conservation and water quality¹ are important issues, on both a local and a regional basis.

Water Bodies

San Francisco Bay. Because of the importance of the San Francisco Bay as an environmental, economic, recreational, and visual resource, protection of its water quality is of critical concern to all jurisdictions along the shoreline. Water quality management efforts are described in the San Francisco Bay Water Quality Control Plan (1982) administered by the Regional Water Quality Control Board (RWQCB). The RWQCB has the authority to penalize dischargers who violate water quality standards. Several other agencies are concerned with the use and protection of San Francisco Bay. The San Francisco Bay Conservation and Development Commission (BCDC) was established in 1965 under provisions of the McAteer-Petris Act passed by the Legislature in 1965. This act charged BCDC with the responsibility for developing "a comprehensive and enforceable plan for the conservation of the water of San Francisco Bay and the development of its shoreline." Both the San Francisco Bay Plan (1983) and the RWQCB San Francisco Bay Water Quality Control Plan recognize the recreation and conservation opportunities provided by the Bay and its shoreline.

The southern portion of the Bay shoreline in Emeryville is comprised of a regionally important salt marsh, the Emeryville Crescent. Salt marshes are critical to the entire Bay ecology: not only do they help to improve the quality of the water, but

¹ Wastewater treatment is discussed in the Public Facilities Element.

they support a diverse wildlife population. Although most of the Emeryville Crescent actually falls within the borders of the City of Oakland, the portion which is within Emeryville is no less important to the overall functioning of the salt marsh and Bay ecosystem. This portion of the Bay is affected by several drainage outlets: a storm sewer outfall south of the Peninsula, a wastewater treatment outfall in the southern portion of the Crescent in Oakland, and Temescal Creek. Ground water also migrates into the Bay; however, because this water moves very slowly, its effects on the Bay and salt marsh are less apparent and, to a certain extent, less significant than the drainage outlets at the edge of the Bay.

Both the BCDC and the U.S. Army Corps of Engineers (COE) issue permits for any filling activities on the Bay. The COE also administers and implements many shore erosion control projects, such as the riprap on the Bay shoreline. Riprap has been necessary along the deeper waters adjacent to Emeryville's Peninsula in order to check erosion; it was replaced in 1986.

Temescal Creek. Temescal Creek is a channelized creek draining Lake Temescal in the Oakland foothills. It is dry most of the year and runs underground through portions of Emeryville. The concrete lining keeps the creek free from erosion and sedimentation problems; however, there are indications that the creek may be polluted from urban sources. This does not currently represent a threat to public safety because the creek is highly inaccessible. Should the creek be reconfigured as an open waterway, as currently proposed, human contact with the water could increase.

Ground Water. Water which exists below the surface of the ground, in the openings of soil and rocks, is called subsurface or ground water. The upper limit of this saturated zone is called the water table. In Emeryville, the water table is relatively high, occurring only several feet below the surface of the ground in places. Because this water migrates slowly toward the Bay, the quality of the water ultimately could affect the Bay ecosystem. Pollutants which have recently been detected in the Bay have not been traced to ground water sources. Because the movement of the water is slow, it is not seen as an immediate threat; nevertheless, maintenance of ground water quality should not be overlooked as an important water resource issue.

Water Pollution

Two sources of water pollution can threaten the quality of the water: point sources and non-point sources. Point sources are dischargers that dispose of their wastewater, or effluent, from a single point, such as a wastewater treatment plant outfall. Effluent from these sources is relatively simple to control by applying treatment processes "at the end of the pipe." In contrast, non-point sources are described as diffuse, areawide sources, such as construction sites and roadways. These sources often are not amenable to structural solutions and typically require land management or non-structural source controls.

In the Emeryville vicinity, where the land is virtually all urbanized, urban stormwater runoff is a major source of non-point water pollution. Pollutants such as suspended solids, heavy metals, and nutrients are often found in samples of urban stormwater runoff. These pollutants are typically deposited onto street surfaces and washed into receiving waters during the initial phases of a storm. This "first flush effect" can create a serious oxygen depletion in the vicinity of the discharge and result in serious diminution of the water's ability to assimilate waste loads. The

Association of Bay Area Governments (ABAG) has estimated the amount of suspended solids in the Bay Area from stormwater runoff to be an order of magnitude greater than from various point sources around the Bay.¹ A direct example of the problems associated with stormwater runoff is the contamination of shellfish harvesting areas near East Bay creeks and storm drains.² ABAG, through its Environmental Management Plan, has recommended several measures to alleviate non-point sources of water pollution. These measures deal primarily with erosion control for construction sites and control of oil and grease from roadways and parking lots.

Discharges from point sources are regulated by the RWQCB, which issues effluent standards as well as permits stipulating the conditions and water quality standards that must be met by certain municipal and industrial dischargers. The effect of RWQCB standards and regulations has been to greatly reduce the pollutant loading from these sources. None of the industries in Emeryville are considered major dischargers, as most discharge only small amounts of cooling water and/or runoff. Nevertheless, water quality protection efforts must be continued, as some past and present industrial activities have contributed to ground water contamination.

The East Bay Regional Parks District (EBRPD) conducted studies of Lake Temescal and its tributaries several years ago to determine pollutant levels. The studies uncovered a high level of bacteria in the creeks and determined that much of it could be attributed to wild and domestic animals. Although no studies were conducted on Temescal Creek below the lake, it is possible that the watercourse is similarly high in bacteria where it flows through Emeryville.³ The RWQCB has made no measurements of the water quality of Temescal Creek.

The Alameda County Flood Control and Water Conservation District maintains monitoring stations in the East Bay streams. During the period from 1975 to 1977, several tests were conducted on water drawn from monitoring stations along Temescal Creek just outside of Emeryville in Oakland. At that time, coliform levels in the creek were high.⁴

A sewer improvement program (East Bay Infiltration/Inflow Correction Program) has been initiated by EBMUD to eliminate wet weather overflows of raw sewage to community streets, creeks, and the Bay. Besides being a public health threat, these overflows are in violation of State and Federal law. The project involves rehabilitation of publicly owned sewer mains, construction of relief sewers to increase capacity during wet weather, and rehabilitation of privately owned building laterals.

¹California Regional Water Quality Control Board, San Francisco Bay Region Water Quality Control Plan: San Francisco Bay Basin, July 1982, pp. 4-36.

²California Department of Parks and Recreation; East Bay Shoreline: Feasibility Study, December 1982, p. 8.

³Pete Alexander, Water Resources Division, East Bay Regional Parks District, October 8, 1985.

⁴Kelvin Hickenbottom, Water Resources Engineer, Alameda County Flood Control and Water Conservation District, September 29, 1985; Surface Water Quality Monitoring Station data for Temescal Creek.

The RWQCB sometimes coordinates with the State Department of Health Services (DOHS) in the investigation and cleanup of site contamination due to inappropriate storage, handling, treatment, or disposal practices associated with toxic wastes and hazardous materials. The RWQCB is also responsible for monitoring industrial sites for possible leakage of hazardous materials. Activity in this area has increased due to increased information and a greater awareness on the parts of companies and individuals.

Despite this activity, however, some contamination of ground water has occurred. At the Electro-Coatings property on Park Avenue, heavy metals and volatile organics have been identified in the ground water. The RWQCB currently is attempting to assess the extent of the contamination before cleanup efforts can begin. No other ground water sites are known to be contaminated; however, soils contamination, identified at several other sites, represents a potential threat. Runoff from uncovered contaminated soil can enter storm drains, eventually reaching the Bay; and water can percolate through the soils, picking up some of the contaminants and transporting them to the ground water. Studies were conducted for some trace metals in clams in the mudflats of the Emeryville Crescent. These studies concluded that levels of silver, copper, and zinc were not high. Manganese, a non-toxic element, was found at exceptionally high levels. Manganese changes to a soluble form when no oxygen is present, and it will travel with water. It is possible that the manganese originated from industrial activities east of the railroad tracks, where traces of heavy metals have been found in the ground water. The presence of manganese could indicate the presence of these toxic metals, although no studies have been conducted to confirm or deny this possibility.¹ The contaminated sites, which include Westinghouse on Powell Street; ITT Grinnell, Chevron, and PG&E on Hollis Street; and Garrett Truck Lines and the Emeryville Marketplace in the Bayfront, are discussed in further detail in the Hazardous Materials Element (in the Public Health and Safety component).

Water

conservation techniques appropriate for new and existing development include:

- requiring low-flush toilets;
- installing shower head flow restrictors;
- repairing leaky fixtures and pipes; and
- promoting drought-resistant vegetation for landscaping uses.

¹Sam Luoma, Regional Research Hydrologist, U.S. Geological Survey, October 3, 1985.

C. BIOLOGICAL RESOURCES

Introduction

Emeryville is almost entirely urbanized and no known wildlife or important plant communities exist east of the freeway. West of the freeway, in the area south of Powell Street commonly known as Emeryville Crescent, shorebirds and marine life thrive in the tidal salt marsh. The resources of the Crescent, described below, are depicted in Figure IV-1.

This element is closely related to several other General Plan elements. The health of the Emeryville Crescent is directly related to the condition and quality of the water in the Bay and the water which flows into it; that is, from Temescal Creek, the storm drain outfall north of it, and the wastewater treatment plant outfall to the south. Biological resources often represent valuable open space and recreational areas. Thus, issues in the Biological Resources Element correspond to some issues raised in the Water Quality and Public Facilities Elements.

Emeryville Crescent

The Emeryville Crescent is an important biological community and one of the few salt marshes still in existence in the San Francisco Bay. Almost 80% of East Bay

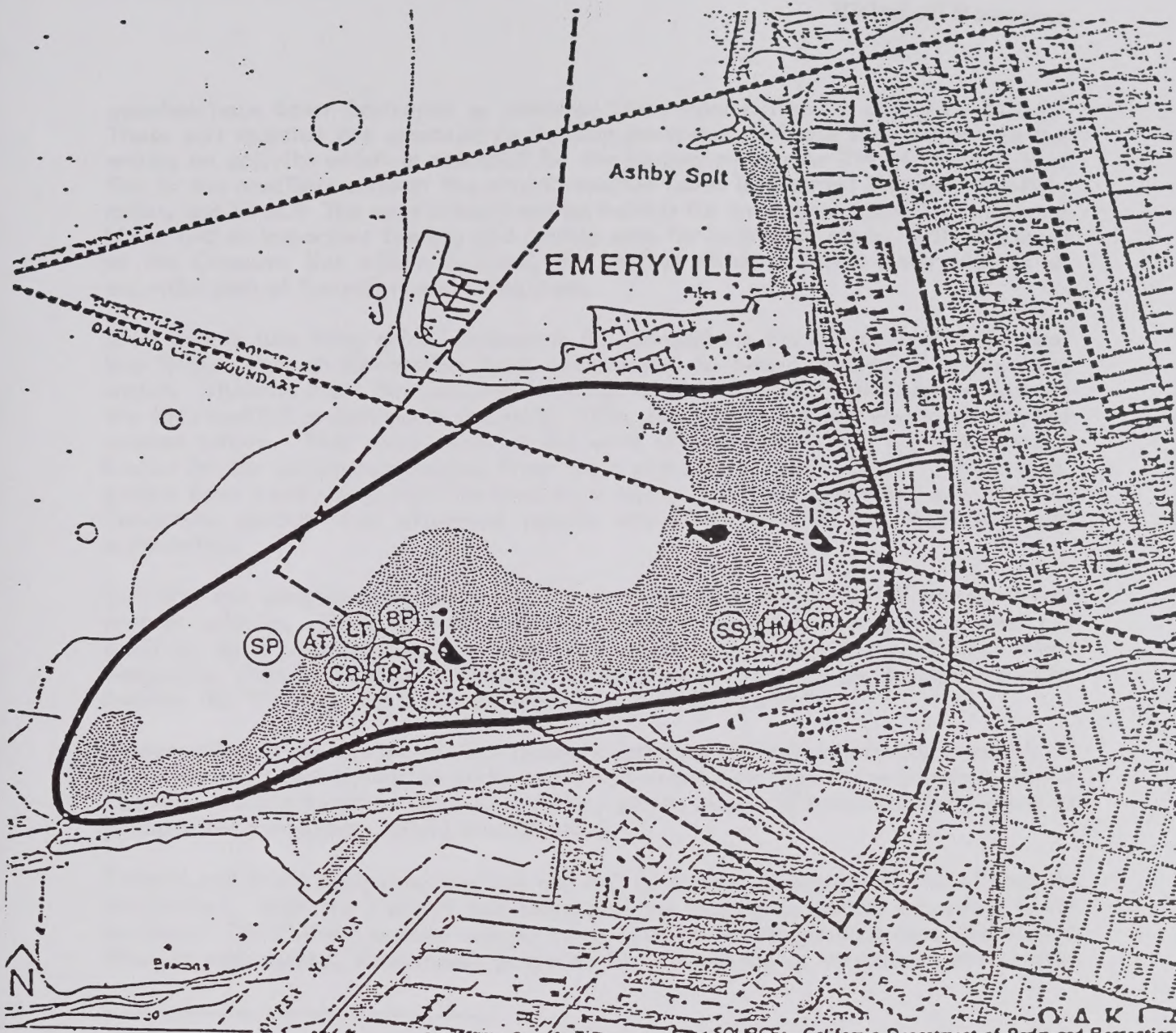


Figure IV-1
NATURAL RESOURCES

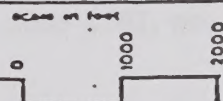
SOURCE: California Department of Parks and Recreation, East Bay Shoreline Feasibility Study, December 1982; California State Lands Commission, Public Trust Rights and Needs in the Albany Baylands, October 1982; Bodega Bay Institute, The Crescent, January 1978.

	Emeryville Crescent-High Value Wildlife Habitat		Upland		Species of Concern:
	Waterbird Habitat		Temescal Creek	P	RARE PLANT
	Striped Bass Spawning Area		Marina	CR	CALIFORNIA CLAPPER RAIL
	Mud Flat		Fishing	HM	SALT MARSH HARVEST MOUSE
	Marsh		Sculpture Area	LT	CALIFORNIA LEAST TERN
			BTLC "Property" Sold	BP	CALIFORNIA BROWN PELICAN
				SS	ALAMEDA SALT MARSH SONG SPARROW
				SP	SNOWY PLOVER
				AT	ARCTIC TERN

EMERYVILLE GENERAL PLAN

WAY COOKE ASSOCIATES

Urban and Environmental Planners and Designers



marshes have been destroyed or removed from tidal action by diking or filling.¹ These salt marshes are essential to the Bay ecosystem because they oxygenate the water, an activity which is essential for the support of marine life. Creatures that live in the mudflats convert the organic matter found in the mud into food for fish, crabs, and birds.² The vegetation provides habitat for a number of small animals and birds, and an important feeding and resting area for migratory birds. Although most of the Crescent lies within Oakland, the portion which is within Emeryville is an essential part of the salt marsh ecosystem.

Most people who have driven Interstate 80 approaching the San Francisco-Oakland Bay Bridge through Emeryville have noticed the driftwood sculptures in the tidal marsh. Students from the California College of Arts and Crafts in Oakland erected the first mudflat sculptures in the early 1960s, using driftwood and whatever else had washed ashore. They were studying the work of Kurt Schwitters, a German artist known for his sculptures created from "odds and ends of commerce."³ Since then, people have been using the Crescent as a canvas for their driftwood art, and the "sculpture garden" has attracted people who have used it for recreation and sightseeing.

Initially, the sculptors only used natural materials and the thrust of the work was merely artistic. Since the late 1960s, some driftwood sculptors have used the mudflats as a political forum, importing materials to create the sculptures when necessary. Popular literature documented these activities, and the sculpture garden became the "People's Art Gallery," enjoying great local fame.⁴

Construction of the sculptures has severely damaged the salt marsh environment. A study revealed that human activity in the salt marsh damages the vegetation, which destroys wildlife habitat. Natural recovery of the marsh, if human activity were to be curtailed completely, could take 50 years.⁵

Federal and State law protects plant and animal species which are at risk of becoming extinct. Both the Federal and State systems classify a species according to its numbers. The Federal system assigns a legal rank to endangered species, classifying them as endangered, threatened, proposed for endangered or threatened status, and

¹California Department of Parks and Recreation, East Bay Shoreline: Feasibility Study, December 1982, p. 10.

²California Regional Water Quality Control Board, Water Quality Control Plan: San Francisco Bay Basin (2), July 21, 1982, pp. 2-8.

³California Department of Parks and Recreation, East Bay Shoreline: Feasibility Study, December 1982, p. 14; Lisa Cohen, "Emeryville Crescent: The Sculpture Garden Controversy," in The East Bay Shoreline: Selected Environmental Issues, June 1982, p. 166.

⁴Lisa Cohen, "Emeryville Crescent: The Sculpture Garden Controversy," in The East Bay Shoreline: Selected Environmental Issues, June 1982, pp. 166-167.

⁵James K. Doyle, "Characteristics of Trampled Marsh Soil and Potential for Rehabilitation," in The East Bay Shoreline: Selected Environmental Issues, June 1982, pp. 155-162.

candidates for endangered or threatened status. In California, species are classified as endangered or rare. A species is considered "endangered" when the prospects of its survival and reproduction are in immediate jeopardy. It is "rare" when, although it is not presently threatened with extinction, it is found in such small numbers that it may become endangered if its environment worsens.¹ "Species of concern" are those which are found in relatively small numbers but which are not considered rare or endangered.

Preservation of the salt marsh community is a priority among local interests, as well as among regional, State, and Federal agencies. Within its boundaries, the Emeryville Crescent harbors a number of Federal- and State-listed rare and endangered animals. Many of these creatures depend upon the Emeryville Crescent as their sole habitat and would be seriously affected by further destruction of the salt marsh environment.

As shown in Figure IV-1, most regular inhabitants of the Crescent are found south of Temescal Creek where human intrusion is rare. Clearly, public access was not originally appropriate in this fragile environment. Yet many are still unaware of the potential impact, and public access has become a controversial issue. Public agencies with overlapping jurisdictions are divided on what type of access would be appropriate. Agencies responsible for developing public recreation and increasing access to the Bay tend to emphasize the recreational opportunities of the Emeryville Crescent. Those charged with protecting wildlife tend to cite the damage already caused by unauthorized public access and recreation, arguing against increased public access.

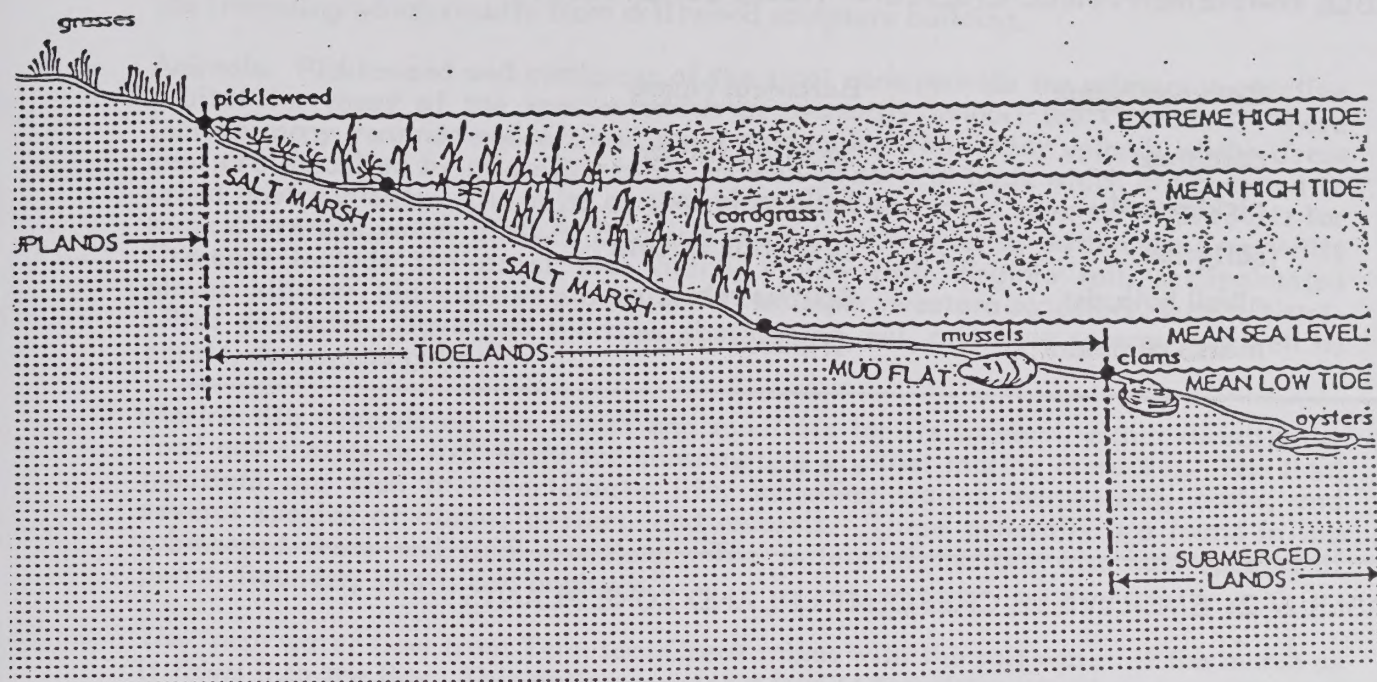
Plants and Animals

Plants. Salt marsh vegetation grows in zones which correspond to tidal elevation and frequency of salt water inundation, as shown in Figure IV-2. The vegetation which grows in each zone is related to the tolerance of the species to salt water. Most of the Crescent consists of mudflats, which are submerged except at low tide and slope gently upward toward the marshy shore. Just above this elevation, where salt water inundation occurs at high tide, typical salt marsh plant species can be found (see Table IV-1).²

The tidal zone grades abruptly into an "upland zone" above the high water line. Plants in the upland zone experience infrequent salt water immersion and are not as tolerant to brackish water. Some of the plants listed in Table IV-2, such as iceplant, were originally introduced in this zone for erosion control to protect the freeway.

¹California Department of Fish and Game, Natural Diversity Data Base, Rare and Endangered Plants and Animals in the Oakland West 7-1/2' Quadrangle, November 9, 1984.

²Abstracted from Greg R. Zitney, Principal, Western Ecological Services Company, correspondence to Bryan Grunwald, Hall Goodhue Haisley & Barker, June 4, 1985, Subject: Emeryville Waterfront Biological Survey; David Olson, "The Salt Marsh Harvest Mouse in the Emeryville Crescent Marsh," in The East Bay Shoreline: Selected Environmental Issues, June 1982, pp. 138-139; and Bodega Bay Institute, The Crescent: An Environmental Assessment of the Emeryville Crescent, June 1978.



H. B. Goldman, Hayward Shoreline Environmental Analysis, HASPA, Hayward, 1973, in Bodega Bay Institute the Crescent: An Environmental Assessment of the Emeryville Crescent, 1978.

Figure IV-2
SALT MARSH TIDAL ZONE

There are no known rare or endangered plants in the Emeryville Crescent or in the City as a whole. The adobe sanicle (*sanicula maritima*) is a plant which once grew in the area. Presumed extinct in the Emeryville Crescent, it is listed as an endangered species in California and as a candidate for threatened status on the Federal listing. Santa Cruz tarweed (*holocarpha macradenia*) may exist in the vicinity. This plant species is listed as endangered in California and as a candidate for endangered status on the Federal lists. The marsh itself is a fragile environment and has been identified for priority protection because of its importance to the Bay and the wildlife which inhabits it. The native pickleweed vegetation in the tidal zone is

¹ California Department of Fish and Game, Natural Diversity Data Base, Rare and Endangered Plants and Animals in the Oakland West 7-1/2' Quadrangle, November 9, 1984.

TABLE IV-1: EMERYVILLE CRESCENT TIDAL ZONE PLANTS

<u>Common Name</u>	<u>Botanical Name</u>
cordgrass	<i>Spartina foliosa</i>
pickleweed	<i>Salicornia</i> spp.
saltgrass	<i>Distichlis spicata</i>
alkali bulrush	<i>Scirpus robustus</i>
marsh gumplant	<i>Grindelia humilis</i>

* * * * *

TABLE IV-2: EMERYVILLE CRESCENT UPLAND ZONE PLANTS

<u>Common Name</u>	<u>Botanical Name</u>
wild oat	<i>Avena fatua</i>
wild radish	<i>Raphanus satiras</i>
mustard	<i>Brassica</i> sp.
plantain	<i>Plantago lanceolata</i>
poison hemlock	<i>Conium maculatum</i>
Italian ryegrass	<i>Lolium multiflorum</i>
wild barley	<i>Hordeum</i> spp.
sweet fennel	<i>Foeniculum vulgare</i>
thistles	<i>Cardus pycnocephalus</i> <i>Cirsium</i> spp. ¹
iceplant	<i>Mesembryanthemum</i> sp.
sweet alyssum	<i>Alyssum</i> sp.
broom	<i>Cytisus</i> sp.
coyote bush	<i>Baccharis pilulari</i> spp.
willow	<i>Salix</i> sp.

¹Some species are included on the California Department of Fish and Game's "Species of Concern" list.

extremely sensitive to trampling and regenerates slowly.¹ In the northern portion of the Crescent, the mudflats are almost completely devoid of pickleweed because of the trampling which results from driftwood sculpture building.

Animals. Pickleweed and cordgrass of the tidal zone provide the primary vegetative habitat for many of the species which permanently inhabit the Crescent. These include many common rodents and small mammals. The weedy uplands of the Crescent are inhabited by migrating birds, as well as several birds which are common to urban environments. The spits at the mouth of Temescal Creek serve as roosts for some shore and water birds.² Bird species sighted frequently within the Emeryville Crescent include the great blue heron, yellow rail, Virginia rail, semipalmated plover, killdeer, black-billed plover, least sandpiper, western sandpiper, dunlin, short-billed dowitcher, Savannah sparrow, short-eared owl, and song sparrow, as well as egrets, ducks, and gulls.³

Marine life depends on the marsh and mudflats for its survival, either directly for food and shelter or indirectly for consumption of other marine creatures. The tidal mudflats are rich in invertebrate life, including worms, nematodes, crabs, and several species of clams, oysters, and mussels. These generally are found in the submerged areas and tidal mudflats. The waters of the Bay also host species of perch, flounder, smelt, and anchovy.⁴

The fresh water flow from Temescal Creek mixes with the salt water of the marsh as it flows into the Bay. This action creates a fragile transition zone between salty and fresh water, crucial for the survival of anadromous fish. This location in the Crescent has been specifically noted as a spawning ground for striped bass.

A list of regularly occurring and visiting animals in the Emeryville Crescent is presented in Table IV-3, and includes several rare and endangered species:

- Presence of the salt marsh harvest mouse (Reithrodontomys raviventris), identified on both State and Federal endangered species lists, has been documented in the Emeryville Crescent. This is the only rodent which is able to spend its entire life within the salt marsh environment, and it is endemic to the Bay Area. Tall, thick pickleweed serves as its optimal habitat, providing the bulk of its diet and protection from predators. The

¹David Olson, "The Salt Marsh Harvest Mouse in the Emeryville Crescent Marsh," in *The East Bay Shoreline: Selected Environmental Issues*, June 1982, p. 142.

²Abstracted from Greg R. Zitney, Principal, Western Ecological Services Company, Correspondence to Bryan Grunwald, Hall Goodhue Haisley & Barker, June 4, 1985, Subject: Emeryville Waterfront Biological Survey; David Olson, "The Salt Marsh Harvest Mouse in the Emeryville Crescent Marsh," in *The East Bay Shoreline: Selected Environmental Issues*, June 1982, pp. 138-146; and Bodega Bay Institute, *The Crescent: An Environmental Assessment of the Emeryville Crescent*, June 1978.

³City of Emeryville, *Final Environmental Impact Report on the Amended Redevelopment Plan*, August 1982, p. 122.

⁴California Department of Parks and Recreation, *East Bay Shoreline Feasibility Study*, December 1982.

TABLE IV-3: ANIMALS OF THE EMERYVILLE CRESCENT

Alameda salt marsh song sparrow	Forster's tern	Robin
Allen's hummingbird	Fox Sparrow	Rock dove
American avocet	Godwall	Rough-winged swallow
American bittern	Glaucous-winged gull	Royal tern
American coot	Golden-crowned sparrow	Ruby-crowned kinglet
American golden plover	Great blue heron	Ruddy duck
American kestrel	Great egret	Ruddy turnstone
American widgeon	Greater scaup	Rufous hummingbird
Anna's hummingbird	Greater yellowlegs	Salt marsh harvest mouse
Arctic tern	Green-winged teal	Sanderling
Barn swallow	Heermann's gull	Savannah sparrow
* Barrow's goldeneye	Horned grebe	Semipalmated plover
Bat	House cat	Sharp-tailed sandpiper
Belted kingfisher	House finch	Short-billed dowitcher
Black phoebe	House mouse	• Short-eared owl
Black turnstone	House sparrow	Snowy egret
Black-billed plover	Jackrabbit	• Snowy plover
* Black-bellied plover	Killdeer	Song sparrow
Black-necked stilt	Knot	Sora
Bonaparte's gull	Least sandpiper	Spotted sandpiper
Brandt's cormorant	Lesser goldfinch	Starling
Brewer's blackbird	Lesser scaup	Striped bass
Brown pelican	Lesser yellowlegs	Surf scoter
Brown towhee	Long-billed curlew	Surfbird
Brown-headed cowbird	Long-billed dowitcher	Thayer's gull
Bufflehead	Long-billed jaeger	Tree swallow
•• California black rail	Mallard	Turkey vulture
••• California clapper rail	Marbled godwit	Vagrant shrew
• California gull	Mew gull	Violet-green swallow
••• California least tern	Mole	Virginia rail
Canvasback	Mourning dove	Vole
• Caspian tern	Mud snail	Wandering tattler
Cinnamon teal	Northern phalarope	Water pipit
Cliff swallow	Norway rat	Western Fence lizard
Common egret	Oldsquaw	• Western grebe
Common flicker	Orange-crowned warbler	Western gull
Common gallinule	Omate shrew	Western harvest mouse
Common goldeneye	• Osprey	Western meadowlark
Common loon	Parasitic jaeger	Western sandpiper
Common scoter	Pectoral sandpiper	Whimbrel
Common snipe	Pintail duck	White pelican
Common tern	Pocket gopher	White-crowned sparrow
Dark-eyed junco	Rat	White-throated swift
Deer mouse	Red phalarope	White-winged scoter
• Double-crested cormorant	Red-breasted merganser	Willet
Dublin	Red-tailed hawk	Wilson's warbler
Eared grebe	Red-winged blackbird	• Yellow rail
• Elegant tern	Redhead	Yellow-rumped warbler
Emperor goose	Ring-billed gull	

Source: Bodega Bay Institute, The Crescent: An Environmental Assessment of the Emeryville Crescent, June 1978; Greg R. Zilney, Western Ecological Services Company, correspondence to Bryan Grunwald, Hall Goodhue Haisley & Barker, June 4, 1985 (Subject: Emeryville Waterfront Biological Survey).

• On "Species of Concern" list.

•• California listed as rare.

••• California and federal listed as endangered.

* Notes: Bodega Bay Institute Study includes the portion of the Crescent which is in the City of Oakland.

harvest mouse exists mainly south of the Emeryville border, where pickleweed grows thickly. Trampling of pickleweed in the sculpture garden mudflats near Temescal Creek has destroyed most of its habitat within Emeryville.

- The California clapper rail (Rallus longirostris obsoletus) is likely to reside where marsh grass is predominant. This bird was nearly extinct in 1913, before the Migratory Bird Act was enacted, which helped increase its numbers. It is listed as endangered on Federal and California lists.
- The California black rail (Laterallus iamaicensis coturniculus), a rare species on the State list and a candidate for Federal listing as threatened (Category 2), has been observed.
- A stable population of the California least tern (Sterna antillarum browni), endangered on both State and Federal lists, is known to exist at the Alameda Naval Air Station and visits the Crescent during the summer breeding season.
- The endangered California brown pelican (Pelecanus occidentalis californicus) is a common sight from summer through late fall.

The peregrine falcon (Falco peregrinus anatum), also an endangered species, could occasionally forage in the Crescent. The snowy plover (Charadrius alexandrinus), double-crested cormorant (Phalacrocorax auritus), white pelican (Pelecanus erythrorhynchos), long-billed curlew (Numenius Americanus), short-eared owl (Asio flammeus), song sparrow (Melospiza melodia), and several other birds (listed on Table IV-3) are among the "species of concern" found along the greater East Bay shoreline. The Crescent is thought to be the only location on the North American Pacific Coast where the arctic tern has been known to land on shore.²

Public Trust

When California entered the Union in 1850, it took ownership of all tidal and navigable waters and the lands under them to hold in public trust for the people of the State. Notwithstanding this trust, large tracts of land were sold to private parties by the Board of Tide Land Commissioners (BTLC), created in 1868 to take possession of

¹ California Department of Fish and Game, Natural Diversity Data Base, Rare and Endangered Plants and Animals in the Oakland West 7-1/2' Quadrangle, November 9, 1984; California Department of Parks and Recreation, East Bay Shoreline: Feasibility Study, December 1982.

² California Department of Parks and Recreation, East Bay Shoreline: Feasibility Study, December 1982, p. 12; Bodega Bay Institute, The Crescent: An Environmental Assessment of the Emeryville Crescent, June 1978, p. 26.

submerged and tidal lands and sell lots within its boundaries.¹ Figure IV-1 illustrates the boundaries of the tidal lands that were "sold."

Abuses in the sale of tidelands led to a law in 1879 which prohibited the sale of these lands to private parties within two miles of an incorporated City. The law also stated that the public right-of-way must not be obstructed on these waters when they are required for a public purpose. This, in effect, placed tideland areas (generally land below the mean high tide line) in what is known as the "public trust."²

In *City of Berkeley v. Superior Court*, 26 Cal 3d 515 (1980), the court ruled that the State is the owner of the public trust easement over submerged lands and tidelands conveyed by BTLC deeds. Private ownership of the wetlands is restricted to the underlying fee title only. When an exercise of the trust is for a valid purpose such as open space, passive recreation, wildlife habitat or water usage, the State does not need concurrence of adjoining or underlying fee owners. Furthermore, the State is not required to compensate the private fee owner for diminution in the number of uses to which the underlying fee can be put, as exercise of the trust does not represent a "taking" of the property.³ The court also ruled that BTLC parcels which were filled and no longer physically considered tidelands as of 1980 would not be subject to the trust, although they still are subject to public access pursuant to BCDC permit requirements.⁴

Emeryville has requested the State Lands Commission to determine its rights to exercise the public trust over the Bay shoreline areas, particularly the Emeryville Crescent. The State Lands Commission has responded that it is the City's prerogative to exercise the trust, and that there are no likely impediments to Emeryville's doing so.⁵ The City is currently investigating the extent of the public trust over privately owned property fronting on the Bay and the public rights under this trust. This study is being undertaken in consultation with the State Lands Commission. When the study is complete, Emeryville will be better able to amend this Plan, if necessary, to respond to public and private rights and needs. The following policies apply to all publicly owned property on the Bay, and will be considered for application to privately owned property on the Bay.

D. AIR QUALITY

Introduction

Air pollution represents a major environmental problem in the Bay Area. Most air pollutants are caused by human activities such as motor vehicle use or industrial emissions. Some pollutants directly threaten human health; others discolor the air or reduce visibility.

¹California State Lands Commission, Public Trust Rights and Needs in the Albany Baylands, October 1982, pp. 16, 20.

²California Department of Parks and Recreation, East Bay Shoreline: Feasibility Study, December 1982, p. 14.

³California State Lands Commission, Public Trust Rights and Needs in the Albany Baylands, October 1982, pp. 20-21.

⁴*Ibid.*, p. 16.

⁵Michael R. Valentine, Staff Counsel III, California State Lands Commission, November 28, 1984.

Air quality in Emeryville is generally good due to clean air blowing off the ocean and San Francisco Bay. These are predominantly southwesterly winds (37%) with a significant amount of calm (32%). These same winds can, however, contribute to problems at downwind sites such as the Diablo and Santa Clara Valleys.¹

The passage of the Air Quality Act of 1967, subsequently known as the Clean Air Act, provided the first national program to control pollution from automobiles and stationary sources. Under the provisions of this Act, states submit plans for control of air quality. California began setting standards in 1969 with the passage of the Mulford-Carrell Act. The State of California employs more stringent regulations than Federal requirements for vehicle emissions under a program administered by the Air Resources Board.

Ambient Air Quality

In the Bay Area, Federal ambient air quality standards for ozone and carbon monoxide are exceeded, and the Federal standard for total suspended particulates is exceeded on occasion. Because these air quality standards are not being met, the entire Bay Area has been designated by the U.S. Environmental Protection Agency as a "non-attainment" area for these pollutants. The 1982 Bay Area Air Quality Plan, prepared by the Association of Bay Area Governments (ABAG) and other government agencies, identifies measures to reduce emissions from both stationary sources and motor vehicles to levels which will result in attainment of air quality standards by 1987.

The Bay Area Air Quality Management District (BAAQMD) guides air quality planning in the Bay Area, and documents and enforces compliance with standards. Any company which builds or expands a facility in the Bay Area must first obtain a permit from the BAAQMD.² The District regulates the quantity and type of emissions allowed from all facilities.

Over 90% of the carbon monoxide in the air is emitted from vehicular sources. Local, unmonitored exceedances of standards for this pollutant can potentially occur where traffic is congested and cars are idling for long periods of time. Particulates, sulfur oxides, and nitrogen oxides often are emitted from industrial facilities, and are mainly the result of incomplete fuel combustion. Nitrogen dioxide and ozone are major ingredients in the formation of photochemical smog, which creates a brown discoloration in the air.

Monitoring stations closest to Emeryville are located in Oakland and Richmond. Standards were not exceeded at these stations for any of the regulated pollutants in 1984, the latest year for which information is available. Nevertheless, while air quality actually is a regional problem, the land use, circulation, and growth decisions made by local communities such as Emeryville will significantly affect the outcome of regional air quality planning.

¹City of Emeryville, Final Environmental Impact Report on the Amended Redevelopment Plan, August 1983, p. 75.

²Bay Area Air Quality Management District, Air Quality Handbook, 1983-1984.

E. ENERGY

Introduction

While an Energy Element is not specifically mandated by State law, Government Code Section 65303(k) states that the General Plan may include "such additional elements dealing with other subjects which, in the judgment of the planning agency, relate to the physical development of the county or City." The need to conserve energy and develop new sources is a pressing national problem. Local government agencies are not responsible for or capable of locating new sources of fossil fuels; they can, however, encourage development or use of renewable sources of energy such as solar and wind power. Local governments can also influence the amount of energy that is consumed.

In fact, it is the local governments, rather than Federal or State agencies, which will be most effective in directing energy uses in the years ahead, since locally initiated programs are implemented more quickly and effectively than State or Federal programs. At the local level, actions can be taken more quickly and can be tailored to the community's needs and regulatory processes. Local governments can exert direct control or influence over several major determinants of energy use, such as land use and infrastructure patterns, building type and construction, and behavior. It is for this reason, and to highlight the special significance of this issue, that the City of Emeryville is including a separate Energy Element in its General Plan. Energy use and conservation, as directed under the policies of this element, is related closely to the policies of the Land Use and Circulation Elements.

In some cases, it is very easy and inexpensive to implement an energy efficiency option initially and much more difficult and costly to do so later. This is especially true of passive design measures. It may cost nothing to provide for solar access in a new structure but may be impossible to do so once it has been built. Since a residential structure built today will probably still be standing 75 or 100 years from now, it is critical that it be built energy-efficient.

Another example of the long-term energy implications of local government decisions is the relationship of a given land use pattern to the transportation system required to service it. A pattern characterized by large residential lots will virtually guarantee dependence on the automobile. In contrast, the concentration of the same number of residents on smaller lots within walking distance (approximately 1,000 feet) of major streets will generate a level of transit ridership sufficient to guarantee self-supporting public transit (i.e., fare box revenues which cover costs). In both cases, the type and overall intensity of land use is the same. However, a concentrated development pattern is more conducive to a successful transportation system.

Future Energy Strategy

Increased growth within the City will result in increased energy use. The primary goal of Emeryville's energy policies should be reduced reliance on non-renewable, imported sources of energy, while encouraging use of alternative sources of energy such as passive and active solar heating systems. The effort to achieve this goal

should be aimed both at (1) conservation, i.e., reducing overall consumption rates; and (2) production, i.e., using energy produced in Emeryville, preferably from renewable sources such as solar or wind energy. In a sense, production or use of energy from renewable sources is the ultimate conservation tool. Conservation of non-renewable resources, while an essential short-term strategy, does not produce energy, but rather rations the use of a finite resource and merely delays its ultimate depletion.

Local governments can implement energy consumption and conservation programs more effectively than State or Federal governments. This is because they can exert direct control or influence over several major determinants of energy use, including:

- **Land Use and Infrastructure Patterns.** Large-scale land use policies and decisions can determine locations for concentrations of population which are in close proximity to housing, employment, services, and public transportation to reduce the population's dependence on private automobiles. The local infrastructure and land use patterns will also determine the extent to which major alterations in the supply of oil (such as the 1974 gasoline shortage) disrupt the lives of residents.
- **Building Type and Construction.** Local regulations can control the location, size, height, and siting of structures, and may require passive or active solar design of hardware which restricts or controls energy demand for heating, lighting, or water usage. Typical programs include the adoption of ordinances to require that the thermal efficiency of existing structures be upgraded, that standards affecting new construction be modified to better address local climatic conditions, that solar water heating be required in new and/or existing structures, and that solar access to existing or potential solar collectors be provided and protected.
- **Behavior.** This is one of the most important determinants of energy use. Local government can implement educational programs and regulations intended to facilitate behavioral changes, such as turning off unnecessary lights and electrical appliances, much more easily than can State or Federal agencies.

The following energy conservation techniques would result in greater energy efficiency:

- **General**
 - Encourage implementation of basic conservation methods in all new and existing structures through an education program.
 - Encourage mixed land uses to reduce the average length of trips and reliance on automobiles.
 - Install sodium-vapor or other energy-efficient street lights.
 - Encourage use of public transportation.
 - Review site plans for solar access to residential dwellings; use landscaping to block winds, provide shade in summer, and allow solar access in winter.

- Residential: New Development

- Locate housing near public transportation, employment, and services.
- Require "passive" solar building design:
 - Largest wall and window areas should face south; kitchen and living rooms should be located on this wall.
 - Glazed areas should be very limited on north- and east-facing walls.
 - Use of overhangs or eaves above south-facing windows will prevent summer overheating, while still allowing winter sun access.
 - Design to allow "through" ventilation from windows and doors.
- Encourage common walls and clustered residential developments.
- Reduce paved areas.
- Require drought-tolerant landscaping and water-efficient irrigation systems.

- Residential: Retrofit

- Insulate.
- Weather-strip doors and windows.
- Hang heavy draperies.
- Install solar heat collection system.

- Non-Residential: New Development

- Require co-generation (use of waste heat) for industrial sites as a means of more efficient fuel utilization.
- Encourage solar energy for process heat and water heating for industrial buildings.
- Restrict average illumination in commercial buildings to approximately 2.0 watts per square foot.
- Reduce general commercial lighting (decorative and advertising).
- Encourage transportation systems management (TSM) programs to reduce fuel consumption by private vehicles.
- Develop building energy management programs to reduce energy use during off-peak hours.
- Encourage alternate work hours to reduce peak-load energy requirements.

- Commercial: Retrofit

- Reduce overall illumination and concentrate "task" lighting where needed.

- Insulate where appropriate.

F. CULTURAL AND HISTORIC RESOURCES

Introduction

Historic resources provide us with a link to the people and cultures of the past. Preservation of archaeological, historic, or architecturally significant sites can enrich Emeryville's cultural heritage and identity. Scientific study of these sites can provide clues to human behavior in general and to past culture in particular. If development is properly planned and designed with these resources in mind, the City may benefit economically as well.

According to the Public Resources Code (Section 5020.1), historic resources:

"... includes but is not limited to any object, building, structure, site, area, or place which is historically or archaeologically significant, or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California."

This element seeks to protect archaeological, historical, and architectural resources, and to exploit these resources, where appropriate, to develop Emeryville's cultural identity without sacrificing its integrity. The presence of significant sites or structures in an area proposed for development does not necessarily mean that development cannot occur. Extremely important archaeological sites should not be disturbed; but on many sites, development can be designed to avoid destruction of culturally, scientifically, or religiously significant remains. For important buildings, the objective is not normally to leave them undisturbed, but to encourage their use for current activities while preserving or enhancing their character and integrity.

Prehistoric Resources¹

The first inhabitants of the San Francisco Bay Area were the Costanoan Indians, who lived along the Bay's shoreline more than 4,000 years ago. Marsh land, particularly where freshwater creeks entered the Bay, were desirable home sites for the Indians. This type of environment was found along the original Bay marshlands, near the Southern Pacific Railroad tracks (see Figure V-11).

One remnant of the Indian occupation of this locale is the shellmounds along the waterfront. The Emeryville Shellmound—one of the largest in the Bay Area—was estimated to have been 1,000 feet long, 300 feet wide, and 22 feet high. It was located east of Interstate 80 in the vicinity of Temescal Creek. The railroad track may traverse a portion of the mound remnant, which is approximately 8.5 feet below the surface.² The shellmound is listed in the California Inventory of Historic Resources³ and in California Historic Landmarks.⁴ Archaeological excavations of the shellmounds began as early as 1902. Several other sites in the vicinity of the creek have been recorded.⁵

The portion of Interstate 80 that runs through Emeryville has been archaeologically surveyed, as has a small area near Temescal Creek. These surveys did not identify any archaeological resources. Shellmounds may also occur in marsh areas with no

¹Summary largely abstracted from Christian Gerike, Assistant Coordinator, California Archaeological Inventory, Sonoma State University, correspondence dated December 2, 1984.

²City of Emeryville, Final Environmental Impact Report on the Amended Redevelopment Plan, August 1983, p. 131.

³California Department of Parks and Recreation, California Inventory of Historic Resources, 1976.

⁴California Department of Parks and Recreation, California Historic Landmarks, 1982.

⁵Caltrans, Environmental Planning Branch, Archaeological Survey Report for Proposed High Occupancy Vehicle Lanes from Bay Bridge to Carquinez Bridge, May 1982.

freshwater source immediately adjacent; therefore, it is moderately to highly probable that other unrecorded prehistoric shellmounds exist in the vicinity of the original shoreline. This possibility is greatest near the northern City limits, where an 1878 map depicts a creek entering the Bay. Prehistoric sites prior to the rising of the Bay about 5,000-6,000 years ago may exist below the current Bay level.

Based on archaeological records, the California Archaeological Inventory has determined that the shellmounds in the Emeryville area have been destroyed. However, there have been no studies to confirm this, and there is a high possibility that subsurface deposits of these sites, or of other unrecorded sites, still may exist in the areas of old marshland and creeks.

Later History and Culture¹

Colonists of the Spanish Empire first introduced agriculture and domesticated animals to the region in 1820. Luis Maria Peralta received the first land grant of more than 48,000 acres, encompassing an area from Emeryville northward to include what is now the northern portion of Alameda County. Mexican citizens settled the area from 1822 to 1846.² The mouth of Temescal Creek was used at that time as a landing for the Peralta family's Rancho-San Antonio.

The California Gold Rush attracted thousands of immigrants, and the Peralta family could no longer retain control of the entire land grant. Structures had been built throughout Emeryville, and by 1878, most of the City had been urbanized. The East Bay's oldest steel mill, Judson Steel, began operations in 1882, initiating the City's extensive industrial development.

Historic Buildings. None of the older structures in the City are identified or registered as historic properties by the State Office of Historic Preservation or the National Register of Historic Places. However, there are several areas and structures with local historical and/or architectural merit. These are not necessarily of regional significance; but they do identify and characterize the City's heritage.

A number of the brick industrial buildings dating from the early 20th Century are in excellent physical condition. These buildings were built in an era of extensive industrial expansion nationwide which corresponded to the extension of railroad lines, and represent an important point in Emeryville's history. They are concentrated in the vicinity of Park Avenue, 45th Street, Hollis Street, and Horton Street.

Among the buildings of particular interest are Trader Vic's, Pelco Distributors, and the artist's co-op. Town Hall, at Hollis Street and Park Avenue, is an ornate domed Victorian built in 1890. Although it is not a particularly remarkable example of the architecture of its period, it remains the most important feature of Emeryville's historical development.

¹Largely abstracted from Christian Gerike, op. cit.

²California Department of Parks and Recreation, East Bay Shoreline: Feasibility Study, December 1982, p. 13.

Several neo-classic structures can be found along San Pablo Avenue near Yerba Buena Avenue and MacArthur Boulevard. These include the Bank Club, Ritz Hotel, J. C. Paper Company, the MacKinnon Building and the Golden Gate Key and Lock Company. The Triangle contains groups of excellent craftsman bungalows and Victorian structures. The Veteran's Memorial Building, a post-World War I structure which displays art deco and modern details, currently houses the Senior Citizen Center.

Along Powell Street, several noteworthy buildings have been reused for different purposes; these include the neo-classic Hamar Brothers Tile building and the office building at 1475 Powell Street. Balaam Brothers, originally Cook Stove Oil Company, has been noted as an excellent example of vernacular architecture, described as "... a 1930s wood radio set stuccoed and blown up to building size.² The Town House on Doyle Street, a 1920s speak-easy,³ is currently used as a restaurant. Westinghouse and ITT Grinnell, both large industrial buildings, are structurally sound and suitable for re-use. Four-story Westinghouse boasts large windows and an ornamented facade; ITT Grinnell displays a curiously turreted facade which marks the edges of rows of clerestory windows.

Properties which contributed significantly to the historical or cultural development of Emeryville or the region, especially those which have not been significantly altered, are likely to be eligible for listing in the National Register of Historical Places, California Historic Landmarks, or the California Inventory of Historic Resources. The Town Hall is a candidate for listing on the National Register; many of the industrial buildings dating from the 20s or 30s may also be eligible.⁴ The California lists automatically include properties listed in the National Register.

One more year of funding is available under the California Parks and Recreation Facilities Act of 1984 (California Public Resources Code, Division 5, Chapter 1.691) for acquisition, development, rehabilitation or restoration of historical resources. Grants may fund preservation projects and the costs of planning and interpretation. The program is administered by the Office of Historic Preservation of the California Department of Parks and Recreation. Publicly owned properties which meet criteria for the National Register are eligible for funding.

California Historic Landmarks and buildings on the National Register do not have to meet current building code standards, except for those which protect public health and safety. Instead, these properties can use the State Historic Building Code. The

¹City of Emeryville, Final Environmental Impact Report on the Amended Redevelopment Plan, August 1983, p. 131, from Mark A. Wilson, *East Bay Heritage: A Potpourri of Living History*, California Living Books, San Francisco Examiner, 1979.

²David Gebhardt, et al., *A Guide to Architecture in San Francisco and Northern California*, 1973.

³City of Emeryville, op. cit.

⁴Don Napoli, State Office of Historic Preservation, February 6, 1986.

code that was in force at the time the building was constructed may be used as alternate.¹ Federal tax investment credits of up to 25% are available for restoration or rehabilitation of buildings which are currently or will be listed on the National Register. Older, non-certified structures can receive from a 15% tax credit for structures more than 30 years old to a 20% tax credit for structures more than 40 years old, if they are substantially rehabilitated and if 75% of existing external walls are retained.² Thus, developers are often provided economic incentives to preserve local historic resources at little or no cost to local government. Such investment often spurs additionally investment, ultimately resulting in financial advantage for the community.

To be added to the National Register, the State Office of Historic Preservation and other State and Federal Agencies complete a nomination procedure which is often initiated by a community. A description of the property, including a statement of its significance, are among the requirements in the forms which are submitted to the Historic Preservation Office, to be sent to Washington following additional research. Abbreviated information provided by the property owner can receive a preliminary determination of eligibility from the State if the property owner desires an early assessment of the possible tax benefits.

Additions to the California Inventory of Historic Resources are normally proposed by a community following a citywide survey. Often several groups of buildings are added to the list as a result. The California Landmarks proposals require less detail than the California Inventory.

¹Ibid.

²City of Emeryville, Final Environmental Impact Report on the Amended Redevelopment Plan, August 1983, p. 132.

CHAPTER V: PUBLIC HEALTH AND SAFETY

A. INTRODUCTION

The City has a responsibility to plan for a safe environment in which the public is reasonably protected from risks to life, health and property. The Public Health and Safety component of the General Plan contains provisions that seek to minimize the risks from nature and man-made hazards. It is designed to identify areas where private and public decisions on land use need to be sensitive to hazardous conditions caused by seismic activity, flood, fire, and noise. It also considers man-made threats to the community's well-being, such as criminal activities and the many problems associated with hazardous materials. It further serves to inform individuals, firms, and public agencies of the City's policies on the compatibility of certain land uses and activities with the hazards that are present on a site, as well as the City's plans to respond to an emergency.

State planning law requires cities and counties to identify hazardous conditions and to prepare and implement policies to assure public health and safety. The legislative basis of these requirements is contained in the following sections of the Government Code:

- Section 65302(a) which requires preparation of a land use element to include identification of areas which are subject to flooding.
- Section 65302(d) which requires preparation of a conservation element to establish guidelines for conservation, development, and utilization of natural resources, and may cover flood control and prevention of water pollution.
- Section 65302(e) which requires preparation of an open space element to include special management or regulation of areas that may endanger public health and safety.
- Section 65302(f) which requires preparation of a noise element that quantifies the community noise environment and serves to guide development to achieve noise-compatible land uses.
- Section 65302(g) which requires preparation of a safety element to include an identification and appraisal of seismic and other geologic hazards, flooding and fires, and emergency response.

The policies which are presented in each of the elements of this component are formulated to prepare for, prevent and respond to potential hazards. However, it is unrealistic to think in terms of a completely hazard-free environment, as natural and man-made hazards are always present. Consequently, the policies contained herein implicitly consider the costs versus the benefits of hazard prevention.

The elements of this component overlap with those of some other groups. Safety issues were considered in the designation of land uses. Community design and the provision of public services has some bearing on the hazards related to fire and crime prevention. Many environmental hazards, such as water quality and flooding hazards,

are closely related to environmental resources. Hazardous materials can directly and indirectly affect such environmental resources as air, water and wildlife. Lastly, the design of a community and the efficiency of its circulation system are intimately linked to the ability of the community to respond to an emergency. The following elements are included in this component:

- Geotechnical Hazards;
- Flood Hazards;
- Noise;
- Hazardous Materials
- Fire and Crime; and
- Emergency Preparedness

B. GEOTECHNICAL HAZARDS

Introduction

Earthquake hazards present a considerable threat to safety in Emeryville. The City lies between three major faults: the San Andreas fault to the west, and the Hayward and Calaveras faults to the east. The epicenters of most significant earthquakes are located on or near faults. Many earthquakes have been felt in the Emeryville area, although most of these have been relatively minor. Because the potential damage that could be caused by significant geotechnical activity could be great, State planning law requires local communities to address these issues and plan for them through land use and building code strategies.

The earth's crust is constantly shifting. Earthquakes resulting from this activity are the result of the collision of separate blocks or "plates" of the earth's crust along faults. Major earthquakes result when these collisions occur at shallow depths; less intense surface movements occur when the collisions occur at greater depths or involve smaller blocks or shorter faults.

The results of an earthquake can include ground shaking, ground failure, and flooding from dam failures or seismically induced waves in large bodies of water. The threat that these phenomena represent to the health and safety of the community are related to the geologic composition of the soils, the designated land uses and activities, the number of people who could be affected, the ability of structures to withstand seismic shaking, and the ability of the community to respond to an emergency. Ground shaking and ground failure are discussed in this element; water inundation is discussed in the Flood Hazards Element. Community response is covered in the Emergency Preparedness Element.

Geologic History¹

The oldest predominant rock group in the Bay Area was deposited from late Jurassic to mid-Cretaceous time, 100 to 140 million years ago. These rocks, known as the Franciscan Formation, comprise the bedrock underlying the waters of the bay. Extensive folding and faulting of the earth's crust formed the predominant mountain range in the region, the Coastal Range. These movements later formed the trough that is now San Francisco Bay. This occurred about 3 million years ago. The trough was filled with sediments during Pleistocene time (about 1 million years ago) from erosion of the surrounding hills and some marine deposits.

Soils. The bedrock of the San Francisco Bay Area was deposited from 100-140 million years ago. Over time, sediments were deposited on the bedrock. These sediments comprise the alluvium over which most of Emeryville lies. Rising sea levels, caused by meltwater from glaciers in other parts of the world, flooded the trough to form the San Francisco Bay. Emeryville is situated at the eastern edge of the Bay. The western portion of the City is situated on what was formerly Bay marshland. Groundwater can generally be found within 10 feet of the surface, and in some areas within 4 feet of the surface.

Bay Mud and Landfill. Layers of clayey gravel, silt, clay, and gravel of the Temescal Formation, Merritt Sand, and San Antonio Formation overlie the Alameda Formation on the plain between the Berkeley Hills and the Bay, and underlie parts of the Bay ("older bay mud"). Fine sand, silty clay, and mud of more recent age ("younger bay mud" deposited during the melting of the Wisconsin continental glaciers) overlie the first bay mud deposits and often comprise foundations for artificial fill along the perimeter of the Bay. The younger bay mud, generally 15-30 feet thick but reaching thicknesses up to 130 feet, was deposited within the last 9,000 years.

Bay mud underlies approximately one-third of the City, or most of the area west of the railroad tracks. This area has been artificially filled, beginning about 1900 and continuing through the mid-1970s when the fingertip of the Peninsula was added to Emeryville. The fill is mostly clay and/or sandy soil interspersed with construction and industrial waste materials.²

Surficial Soils. The remainder of the surficial soils in the City are predominantly fine-grained alluvium, which is plastic, moderately to poorly sorted carbonaceous silt and clay, less than 15 feet thick, and deposited in the late Holocene period (within the last 5,000 years). This overlies Late Pleistocene alluvium deposits, which are 10,000-30,000 years old. The Pleistocene deposits exist surficially to the east of the City. Ground water generally can be found within 10 feet of the surface and in some areas within 4 feet of the surface.

Table V-1 summarizes some of the properties and behavioral characteristics of the City's surficial soils.

¹ This discussion is largely abstracted from Harold S. Goldman, "Geology of San Francisco Bay," in *Geologic and Engineering Aspects of San Francisco Bay Fill*, California Division of Mines and Geology Special Report 97, 1969.

² City of Emeryville, *Final Environmental Impact Report on the Amended Redevelopment Plan*, August 1983, p. 125.

TABLE V-1: PROPERTIES OF EMERYVILLE'S SURFICIAL SOILS

	<u>Dry Density¹</u>	<u>Permeability & Drainage²</u>	<u>Seismic Wave Amplification³</u>	<u>Suitability of Urban Development⁴</u>
Qhbm - Bay mud	Low	Low	High	Low
Qhaf - Fine-grained alluvium	Moderate	Low	Low	Moderate
Qham - Medium-grained alluvium	Moderate	Low-Moderate	Low	Moderate
Qpa - Pleistocene alluvium	Moderate	Low Moderate	Low	High

Source: E. J. Helley et al., Flatland Deposits of San Francisco Bay Region, California, Geological Survey Professional Paper 943, 1979.

¹The mass of earth materials relative to an equal volume of water. Higher densities are generally better foundation materials.

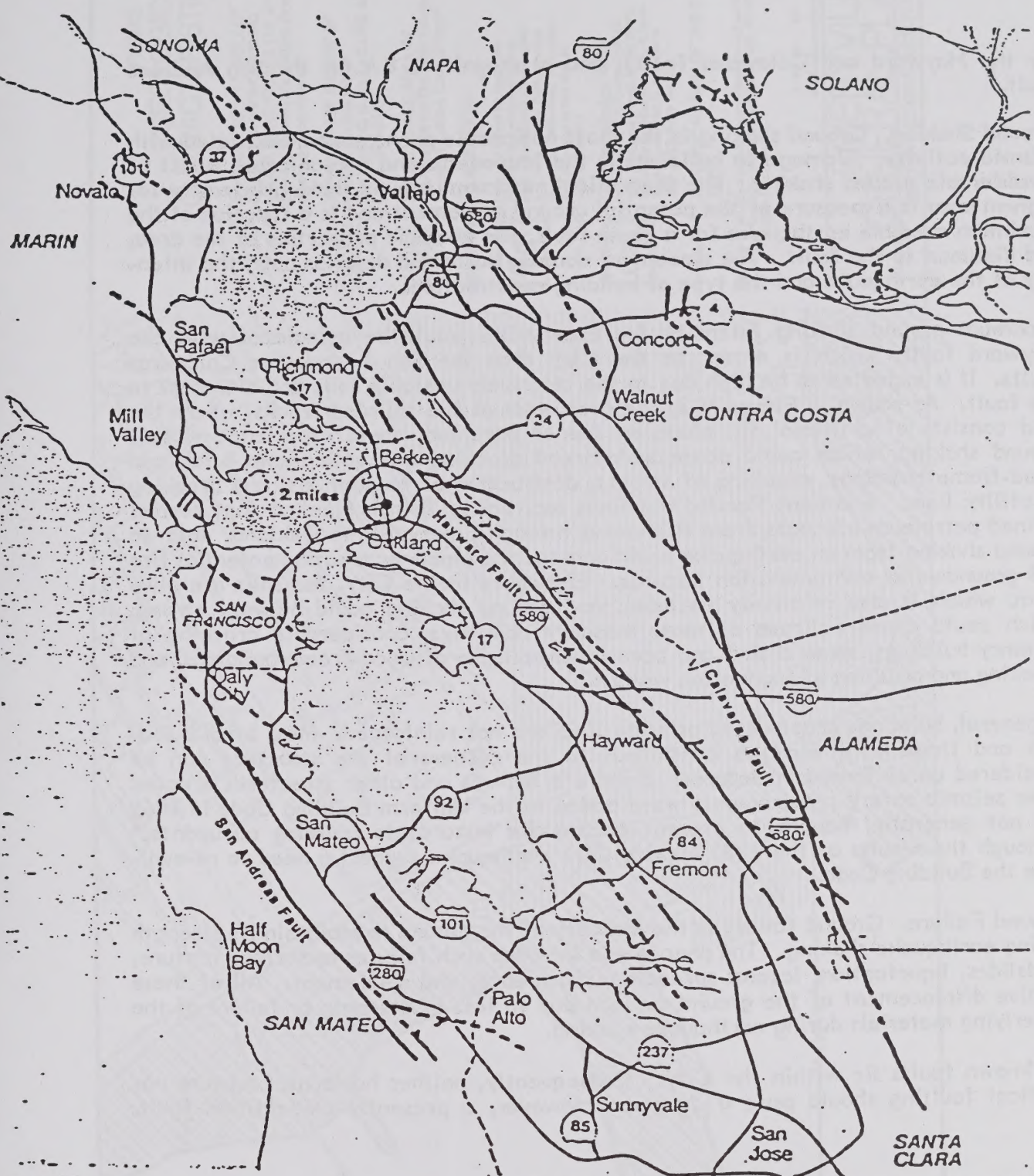
²Permeability is the capacity to transmit a fluid. Low permeability may be associated with poor drainage and problems of standing water especially during the rainy season.

³Seismic wave amplification is the property to intensify the ground response to an earthquake. High amplification would suggest greater hazards from earthquakes.

⁴Suitability considers shrink-swell potential, settlement, flooding, permeability, liquefaction, and seismic wave amplification.

Potential Hazards

Active Faults. Figure V-1 illustrates the faults in the Bay Area. The San Andreas fault, approximately 16 miles west of the City, is the most active fault in the region. Its two major branches on the east side of the Bay, the Hayward and Calaveras faults, are located approximately 4 miles and 13 miles east of the City, respectively. The largest earthquake that is likely to occur on a given fault, called the maximum credible earthquake, is estimated at magnitude 7.3 on the Richter scale



SOURCE: BCDC, The Bay Plan, September 1983; SCA: ABAG, Earthquake Hazard Mapping Program, March 1990; Goldman, Geologic and Engineering Aspects of San Francisco Bay Fill, 1969.

Figure V-1
REGIONAL FAULT TRACES

FAULT
INFERRED FAULT

MERYVILLE GENERAL PLAN

COOKE ASSOCIATES Urban and Environmental Planners and Designers

for the Hayward and Calaveras faults, and at magnitude 8.4 for the San Andreas fault.

Ground Shaking. Ground shaking is the most noticeable phenomenon associated with seismic activity. Damage to buildings is the immediate and recognizable result of considerable ground shaking. The theoretical maximum ground shaking intensity for a given area is a measure of the potential ground movement and is a function of the maximum credible earthquake for a given fault, the geologic properties of the area, and distance to the fault. The amount of damage sustained depends upon the intensity of the earthquake and the type of building construction.

Maximum ground shaking intensity for Emeryville would be associated with the Hayward fault, which is closer to the City than the San Andreas or Calaveras faults. It is expected to be high due to the relatively unstable soils and closeness to the fault. As shown in Figure V-2, the area west of the railroad tracks, where the land consists of artificial fill placed on top of bay mud, could experience violent ground shaking, which could cause widespread cracking and collapse in brick and wood-frame buildings, cracking of streets, destruction of foundations, and breaking of utility lines. Southern Pacific Pipelines Inc. has an 8-inch pipeline that carries refined petroleum products from Richmond through Emeryville to Oakland. Intense ground shaking from an earthquake could damage the pipeline, creating potential fire and groundwater contamination hazards. Elsewhere in the City, the soils are alluvium, which is also relatively unstable, and ground shaking could be very strong, which could cause collapse of most masonry chimneys, considerable cracking of masonry buildings, some tilting and occasional collapse of wood-frame buildings, and cracking and crushing of foundation walls.²

In general, buildings constructed prior to 1965 are not reinforced. Most brick buildings and those with windows continuous to the corners of the structure can be considered unreinforced structures. Concrete tilt-ups and other structures erected after seismic safety requirements were added to the Uniform Building Code in 1965 are not generally thought to present earthquake hazards to building occupants,³ although the results of the 1985 Mexico City earthquake suggest a need to re-evaluate the Building Code.

Ground Failure. Ground failure is the inability of the ground to maintain its strength during earthquake shaking. The phenomena includes such failures as surface rupture, landslides, liquefaction, lateral spreading, subsidence, and settlement. All of these involve displacement of the ground surface due to loss of strength or failure of the underlying materials during earthquake shaking.

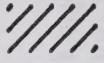
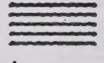
No known faults lie within the City. Consequently, neither horizontal rupture nor vertical faulting should pose a danger. However, a presently unidentified fault,

¹Association of Bay Area Governments, Earthquake Hazard Mapping Project, Working Paper #17, December 1983, p. 5.

²Ibid.

³Bill Burke, Building Inspector, City of Emeryville, November 11, 1984.

FIGURE V-2
GEOLOGICAL
CHARACTERISTICS

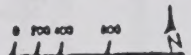
-  AREA SUBJECT TO VIOLENT GROUND SHAKING DURING MAJOR EARTHQUAKE (All other areas in Emeryville subject to very strong ground shaking)
-  APPROXIMATE EXTENT OF WATER INUNDATION FOLLOWING DAM FAILURE AT LAKE TEMESCAL
-  APPROXIMATE AREA OF TSUNAMI INUNDATION (20-foot runup at Golden Gate Bridge)

SOILS AND LIQUEFACTION:

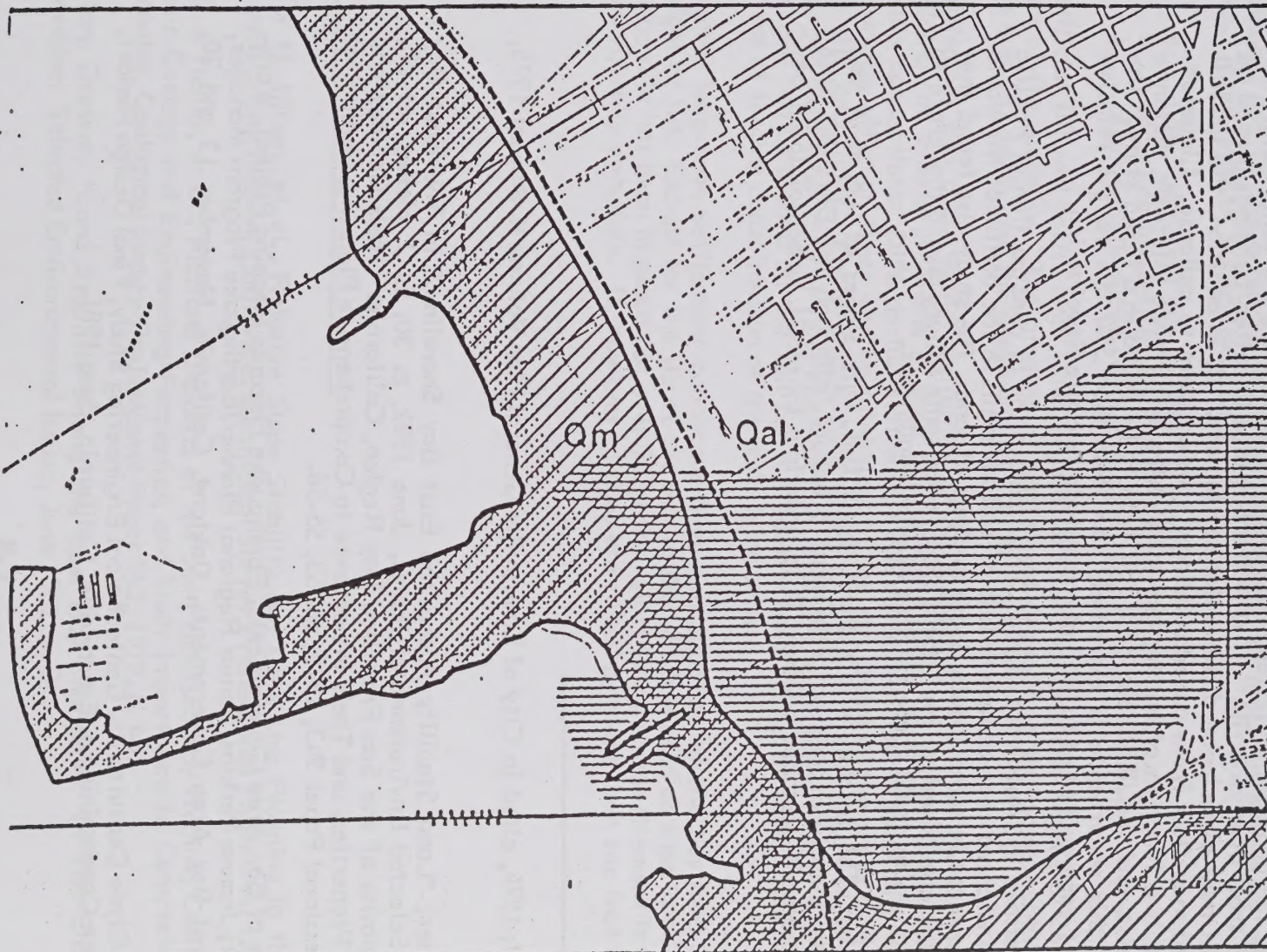
-  **Qm** Holocene alluvial mud. Unconsolidated water-saturated mud and artificial fill overlying bay mud, 0-40m thick, overlies Quaternary alluvium. (Liquefaction potential in this area is 27% + % (low).)
-  **Qal** Quaternary alluvium. Unconsolidated to weakly consolidated silt, sand, and gravel, 0-50m thick, generally overlies bedrock. (Liquefaction potential in this area is 10-25% (very low).)

 HISTORIC MARGIN OF THE BAY, 1850

Sources: ADAC; Alameda County Flood Control and Water Conservation District; USGS MF-709, MF-480, Open File Reports.



EMERYVILLE
GENERAL PLAN
SEDWAY COOKE ASSOCIATES



V-7

which could be the southward extension of a probable fault concealed in the Bay west of Point Richmond, may exist concealed beneath the thick alluvial sediments.¹

Liquefaction. Liquefaction is the transformation of a granular material (such as sand) from a solid to a liquid state. In a solid state, sand grains are touching each other and the weight of overlying material (such as landfill) is supported by the sand. Ground shaking from an earthquake can cause the grains of sand to be forced apart momentarily, allowing underlying water to filter up and the granular material to lose its cohesiveness. Liquefaction potential, shown in Figure V-2, is primarily a function of soil type.

In Emeryville, the geologic materials most likely to liquefy are the water-saturated bay muds and their overlying fill.² If only the bay mud liquefies, buildings placed on top of the fill may experience differential settlement. If, in addition, the landfill liquefies, sand may flow from under buildings, causing them to collapse. Liquefaction potential is a function of earthquake magnitude, recurrence intervals, distance to active faults, and the likelihood of a soil type to be found in a liquid state. The likelihood of this occurrence is extremely low (less than 3%) due to the relative infrequency of earthquakes of sufficient magnitude to cause liquefaction.³

A study performed by Woodward-Clyde Consultants prior to construction of Pacific Park Plaza⁴ indicated that complete loss of soil strength in the artificial fill would not be likely except in some locally loose pockets of sand. The study also found that sands below the groundwater level could experience some failure during moderate to strong shaking, which could cause settling of pile foundations.

Slope Stability. The terrain within the City is flat, with slopes of less than 5%. Slope stability therefore does not represent a hazard, although the Bayfront area could be considered unstable because it is underlain by moist, unconsolidated bay

¹Blake, et al; 1974, cited in City of Emeryville General Plan Volume II, August 1975, p. 13.

²Mary Dresser, "Land Stability Along the East Bay Shoreline," in The East Bay Shoreline: Selected Environmental Issues, June 1982, p. 30; E. J. Helley, et al., Flatland Deposits of the San Francisco Bay Region, California: Their Geology and Engineering Properties, and Their Importance to Comprehensive Planning, Geological Survey Professional Paper 943, 1979, pp. 53, 55-56.

³Association of Bay Area Governments, Earthquake Hazards Mapping Project, Working Paper #4; Jeanne Perkins, Senior Regional Planner/Earthquake Program Manager, Association of Bay Area Governments, Oakland, California, November 13 and 20, 1984.

⁴Woodward-Clyde Consultants, Geotechnical Engineering Study, Final Design Report, East Bay Park Condominiums, Emeryville, California, June 1981.

mud that is subject to flowage. Lands east of the Bayfront area are considered stable since they are level and not underlain by landslide deposits.

Subsidence and Settlement. Subsidence is the gradual settling or sinking of an area with little or no horizontal motion. In the Bay Area, it is caused primarily by excessive groundwater or natural gas withdrawal.² The rate of subsidence is not significant in Emeryville and is of little concern in the Bay Area, except in the South Bay and the Delta.

Settlement is the gradual downward movement of an engineered structure (e.g., a building) due to the compaction of the unconsolidated material below the foundation. Three types of settlement can occur:

- pile settlement due to building loads;
- consolidation settlement in the layer of young bay mud; and
- seismically induced compaction settlement in artificial fill.

Artificial fill will settle over time, regardless of the quality and degree of compaction of the material. The amount of settlement depends on the compressibility of the mud, its depth, and the depth and density of the fill.³

Settlement can occur either uniformly or differentially. Uniform settlement in a building can create problems of poor drainage and potential failure of underground utility connections. Differential settlement can cause mechanical problems within a structure, although these can be minimized if the structural engineers are aware of the site conditions. For example, land which is subject to settlement can be surcharged before building or road construction; that is, a calculated load of temporary dirt fill can be placed on the soil for a predetermined period of time. This has the effect of forcing consolidation of the underlying soils.

Gradual long-term settlement can occur from consolidation of the bay mud by the weight of fill. Except for the tip of the Peninsula, which is used as a park, all fill in Emeryville has been in place for over 20 years. Most long-term settlement is therefore virtually complete. If, however, grades are raised by more than one foot due to

¹Tor H. Nilson, et al., Relative Slope Stability and Land Use Planning in the San Francisco Bay Region, California, Geological Survey Professional Paper 944, 1979.

²E. J. Helley, et al., Flatland Deposits of the San Francisco Bay Region, California: Their Geology and Engineering Properties, and Their Importance to Comprehensive Planning, Geological Survey Professional Paper 943, 1979, p. 45.

³Mary Dresser, "Land Stability Along the East Bay Shoreline," in The East Bay Shoreline: Selected Environmental Issues, June 1982, p. 34.

placement of new fills, additional consolidation settlement can be expected.¹ Moreover, earthquake shaking can produce settlement in addition to that caused by consolidation. A study by Woodward-Clyde Consultants indicates that settlement of 1.0 to 1.5 inches could be expected in the location of Pacific Park Plaza.²

Potential Effects of Seismic Activity

It is impossible, at the present time, to prevent, control, or accurately predict earthquakes. Since severe earthquakes will continue to occur, structures must be designed to withstand significant shaking without serious failure and the resultant injuries and loss of life. A severe earthquake may not result in disaster if buildings and cities are properly designed and a response network is adequately prepared.

There are several issues which must be studied to estimate the possible damage resulting from an earthquake. With this information, plans can be formulated to respond to that potential. Several variables must be considered: (1) the maximum likely ground shaking intensity (which would result from a maximum credible 7.3-magnitude earthquake on the Hayward fault, as previously discussed); (2) the structures which are likely to be occupied; (3) emergency response; and (4) effects on "lifelines" and the degree to which the City depends on them.

The San Fernando earthquake of 1971, which measured 6.3 on the Richter scale, provided an important opportunity to assess the damage to a modern urban environment from a major earthquake. An earthquake of this size is often thought of as a "moderate" earthquake; however, conditions such as surface faulting and hazardous soils conditions in this densely populated area intensified the damage. This earthquake resulted in 65 deaths and over \$500 million in property damage.³

The damage to one- and two-story wood-frame houses just a few blocks from the area of surface faulting was not great. Partial collapse occurred in split-level houses with large garages under the two-story sections. Unreinforced masonry buildings were severely damaged. Broken utilities did not represent a significant hazard, but freeway overpasses and road surfaces experienced major damage.⁴

The Mexico City earthquake of September 1985 (8.1 on the Richter scale) will also provide some valuable information on earthquake preparation and response. It is currently estimated that as many as 23,000 people lost their lives in this earthquake; another 30,000 were injured, and 300,000 were left homeless. Over 7,000 structures

¹Derived from Woodward-Clyde Consultants, Geotechnical Engineering Study, Final Design Report, East Bay Park Condominiums, Emeryville, California, June 1981, p. 13.

²Woodward-Clyde Consultants, Geotechnical Engineering Study, Final Design Report, East Bay Park Condominiums, Emeryville, California, June 1981.

³B. A. Bolt, et al., Geological Hazards: Earthquakes-Tsunamis-Volcanoes-Avalanches-Landslides-Floods, New York: Springer-Verlag, 1977 revised, 2nd edition, p. 39.

⁴Ibid, pp. 41-42.

were damaged; 265 collapsed, and nearly 1,000 will have to be demolished as a result of severe damage. Estimates of the cost of damage range from \$4 to \$10 billion.¹

Although the soil conditions in Mexico City are different than those in Emeryville (Mexico City lies on an ancient lakebed of soft sedimentary clay soils), the amount of shaking that was experienced could be expected in the Bay Area. In addition, although less than 1% of all buildings suffered any damage, many of the buildings which were damaged were built to modern seismic code requirements. In fact, due to the unusual characteristics of the ground motion, the buildings that suffered major damage were primarily mid-rise reinforced concrete structures. Many reinforced masonry buildings also were damaged. It has been determined that the ground motion period corresponded with the natural frequency of buildings in the height range of eight to fourteen stories, accounting in part for the large number of such buildings that collapsed.² Furthermore, the long duration of the earthquake (80 to 110 seconds) exacerbated the damage. Surprisingly, many masonry buildings did not suffer major damage, not due to their strength but primarily because the ground motion did not correspond with the natural frequency of those buildings. Preliminary reconnaissance of the damage in Mexico City indicated that structural damage commonly occurred under the following conditions:⁴

- building elements, such as roofs and foundations, which were not adequately joined;
- older buildings which could have suffered undetected damage from previous strong earthquakes;
- non-symmetrical building configurations and stiffness;
- inadequate separation between buildings, allowing tall, flexible buildings to strike lower, stiffer buildings;
- inadequate design, construction, and maintenance of structures;
- older, inflexible reinforced concrete buildings; and
- steel-frame structures of a height (8-14 stories) which corresponded to the frequency of the ground motion.

¹Bay Area Regional Earthquake Preparedness Project, Networks Earthquake Preparedness News, The Mexico City Earthquake of September 19, 1985: Lessons for the Bay Area, February 1986.

²Harry Seidler, "Mexico City Earthquake," The Times Council on Tall Buildings and Urban Habitat, vol. 15, no. 2, November 1985.

³Ibid.

⁴Bay Area Regional Earthquake Preparedness Project, Networks Earthquake Preparedness News, The Mexico City Earthquake of September 19, 1985: Lessons for the Bay Area, February 1986.

Definitive determinations of the causes of building damage or collapse, and the responses of individual buildings, await further detailed study and documentation.

Most residences in the eastern portion of Emeryville are one- and two-story wood-frame structures, and are not likely to suffer great damage other than collapse of chimneys during a major earthquake. West of the main railroad line in the Bayfront and Peninsula, the high-rise Pacific Park Plaza and the 3-story Watergate complex contain the only residences. Both complexes could experience violent shaking, as previously mentioned, due to the relatively unstable soils underlying them. The 30-story condominium tower is built on pile foundations and theoretically should not suffer major damage, although utility lines could rupture.

Unreinforced masonry industrial and commercial buildings exist in many parts of the City. These structures could collapse in the western portions of the City, and could experience significant damage or collapse in areas where shaking would be slightly less severe. New structures are subject to building codes which include seismic safety measures. Small steel-frame buildings generally are the safest non-residential structures, and concrete tilt-ups pose a slightly greater risk. Residential and non-residential buildings with large amounts of glass or homes which are not adequately tied to their foundations could experience severe damage. In addition, windows and non-structural parts of buildings such as glass and unreinforced chimneys or ornamental features may fall from buildings and injure pedestrians. Generally, a building can be considered hazardous in the event of an earthquake if it possesses any of the following characteristics:

- Construction prior to adoption and enforcement of building codes requiring seismic safety measures;
- Construction of unreinforced masonry;
- Construction which cannot resist lateral forces;
- Exterior parapets and ornamentation that may fall on pedestrians; and
- Large openings in walls that may not be able to resist torsional forces.

Additional information on the hazards presented by certain building types and configurations may become available as a result of the Mexico City earthquake.

The time of the earthquake occurrence and the efficiency of Emeryville's and the region's emergency response system will have a great effect on the amount of damage the City and its residents could suffer (see Emergency Preparedness Element). An earthquake that occurs in the middle of the day or during the commute period could cause the most damage because of widespread confusion and attempts by individuals to contact family members, thus clogging communication lines and roadways. Damage to lifelines, such as freeways and local roads, water and power distribution systems, wastewater treatment systems, conveyance systems and communication lines can be expected. This damage could last from 36 to 72 hours or

¹Hazardous Buildings Committee, California Seismic Safety Commission, Hazardous Buildings: Local Programs to Improve Life Safety, SSC 79-03, March 8, 1979, p. 21.

more;¹ therefore, it is essential for each household to set aside emergency supplies of food and water for at least a 3-day period.

The Mexico City earthquake occurred just after 7:00 a.m. Primarily due to extensive use of bottled gas, the fires which followed were fairly localized. This would probably not be the case in Emeryville. Power generation and distribution facilities were not badly damaged, but water supply was cut off due to a damaged distribution pipelines. Telephone service was cut off following equipment damage and loss of personnel when a telephone company building partially collapsed.

It is not possible to completely avoid damage from a major earthquake. The buildings which must be able to withstand major damage and recover quickly are those housing essential services. These are called "critical structures" and they include police and fire stations and emergency health care facilities. Damage can be minimized if these facilities remain functional following a major disaster.

¹ California Division of Mines and Geology, Earthquake Planning Scenario for a Magnitude 8.3 Earthquake on the San Andreas Fault in the San Francisco Bay Area, Special Publication 61, 1982.

C. FLOOD HAZARDS

Introduction

Consideration of water-related hazards is required by several sections of State planning law. Specifically, plans for flood control and appraisals of potential tsunami inundation must be addressed under the provisions for a conservation element (Government Code Section 65302(d)) and a safety element (Government Code Section 65302(g)).

Flooding may occur in Emeryville as a result of: storm-induced flooding, tsunamis, and inundation from dam failure. The actual potential for flood damage, however, is minimal, as described below.

Storm-Induced Flooding. Temescal Creek, which flows through the City from Lake Temescal in the East Bay hills to the Bay, is the major surface drainage-way in Emeryville. Prior to 1963, periodic flooding and erosion occurred along the creek, culminating with the floods of October 1962, which resulted in extensive property damage. The floodplain of Temescal Creek was then incorporated into Alameda County Flood Zone 12, and the 100-year flood level was contained by constructing a deeper, wider concrete channel.¹

Emeryville participates in the National Flood Insurance Administration program, which provides federally subsidized insurance and loans to property owners against losses due to flooding. As a condition for receiving this insurance, communities must develop Flood Insurance Rate maps showing flood risk zones, and develop and implement flood plain regulations.² In 1976, the Emeryville maps were rescinded because studies indicated that the City does not face a significant flood hazard. Emeryville has participated in the program without maps since that time. Subsidized flood insurance is optionally available; it could become mandatory if future studies indicate a high flood hazard potential in the City.³

Tsunamis. Tsunamis, often incorrectly referred to as tidal waves, are caused by submarine seismic or volcanic disturbances. The waves increase in size with the distance traveled. The U.S. Geological Survey estimates that a 20-foot wave at the Golden Gate Bridge (an event that is estimated to be possible once every 200 years) could potentially cause runup of a 10-foot wave in the Emeryville Peninsula and

¹City of Emeryville, Final Environmental Impact Report on the Amended Redevelopment Plan, August 1983, p. 128.

²Bill Brick, Chief of Water Resources Branch, Army Corps of Engineers, November 29, 1984.

³Ray Lenaburg, Civil Engineer, Federal Emergency Management Agency, November 29, 1984.

shoreline area¹ (see Figure V-3). It should be emphasized that the occurrence of a 20-foot wave, although possible, is highly unlikely; during the period 1868-1968, 19 tsunamis were recorded at the Golden Gate tide gauge and the maximum height was 7.4 feet.²

Dam Failure. Following significant seismic activity, the dam at Lake Temescal could fail, causing Temescal Creek to overflow its banks. Within 15 minutes, an area nearly 1,000 feet on either side of the creek in the Triangle area would be inundated, and within 25 minutes, the water could reach the rest of the City west toward the Bay and north approximately to Powell Street.³ This is illustrated in Figure V-3. The likelihood of this flood hazard is dependent upon the occurrence of a major earthquake and the ability of the dam to withstand seismic activity. An engineering analysis would be required to assess the strength of seismic shaking that would likely impact the dam.

Engi-
neering techniques for erosion control which mimic the natural environment, such as wattling (vegetative erosion control), bank terracing, check dams, or temporary retention areas, if properly designed, have the effect of stabilizing the stream course, and possibly increasing its stormwater holding capacity, while retaining the character of a natural waterway. Conventional channel improvements, on the other hand, by straightening the course and not allowing surface percolation, have the effect of intensifying the stormwater flows and therefore destabilizing the drainage system. For this reason, such improvements are usually "over-designed," huge concrete ditches which tend to convey an image of urban blight.

¹J. R. Ritter and W. R. Dupre, Map Showing Areas of Potential Inundation by Tsunamis in the San Francisco Bay Region, California, U.S. Geological Survey Miscellaneous Field Studies Map MF-480, 1973.

²Ibid.

³Rubin Nino, Alameda County Flood Control and Water Conservation District, November 16, 1984.



Figure V-3
FLOOD HAZARDS

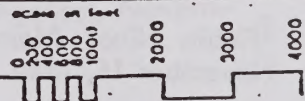
SOURCE: Ritter and Dupre, Maps Showing Areas of Potential Inundation by Tsunamis, 1972; Alameda County Flood Control and Water Conservation District, 1973.

 TSUNAMI INUNDATION
  DAM INUNDATION (LAKE TEMESCAL)

EMERYVILLE GENERAL PLAN

SEDWAY COOKE ASSOCIATES

Urban and Environmental Planners and Designers



D. NOISE

Introduction

Noise is unwanted sound. People can tolerate or ignore most noise, but beyond certain limits it can be both annoying and physically harmful. The Noise Element of the General Plan seeks to protect the citizens of Emeryville from excessive noise exposure. It describes the community noise environment and provides a basis for comprehensive local programs to control and abate environmental noise where it is deemed harmful to public health.

The Noise Element is most closely related to the Land Use, Housing, Circulation and Pacific Facilities Elements. As required in Section 65302(f) of the Government Code, the Noise Element is to be used as a guideline in the development of compatible land uses. The Housing Element concerns the provision of a decent living environment for Emeryville residents, which should include protection from excessive noise. Noise can influence the location and cost of housing.

Since vehicles are major noise sources, the Circulation Element is a primary determinant of noise compatibility. The Public Facilities Element influences and is influenced by the Noise Element: excessive noise can adversely affect the enjoyment of outdoor open space and recreation activities. Conversely, open space can serve as a buffer between noise sources and sensitive receptors.

Effects of Noise on People

Noise is a pollutant which adversely affects all people in an urbanized environment at some point in time. The degree to which its effects are serious depends on the tolerance of the individuals in the community, the types of activities taking place, and the characteristics of the noise. Noise can disrupt activities that involve speech or listening, and it can cause distraction, stress and irritation. In many situations, the effects are subjective and noise may not be identified as the problem if the individual is not conscious of it. Prolonged exposure to intense noise can result in physiological effects such as temporary or permanent hearing loss.¹

The task of creating an acceptable noise environment is difficult because it affects each person differently. An important parameter in determining a person's subjective reaction to noise is the environment to which he or she is adapted. "Ambient" noise is a composite of all noise sources, near and far, which constitute the normal or existing level of environmental noise at a given location. In general, the more a noise exceeds the ambient noise, the more intrusive and less acceptable the noise is to the community. The relative intrusiveness of noise also depends on the level of the sound, its tonal quality, duration, frequency and time of occurrence.²

Noise becomes more intrusive if it occurs intermittently or if the sound levels undulate. Noise which is constant is usually less irritating; people become less aware of it over time. Noise which occurs during periods of quiet, such as in the evening when most people are resting or engaged in talking, resting, listening to the radio or watching television, is more intrusive than noise which occurs in the middle of the day. Similarly, noise which occurs in the vicinity of sensitive noise receptors—residential areas, schools, hospitals, and churches—is less tolerable than noise which occurs in a busy industrial area or adjacent to a freeway.

¹For more information see U.S. Environmental Protection Agency, Office of Noise Abatement and Control, Toward a National Strategy for Noise Control, April 1977.

²California Department of Health, Office of Noise Control, Guidelines for the Preparation and Content of Noise Elements of the General Plan, February 1976, p. 4.

TABLE V-2: TYPICAL SOUND LEVELS FOR COMMON NOISE SOURCES

QUALITY OF SOUND	SOUND LEVEL, dBA	TYPICAL SOUNDS
UNCOMFORTABLY LOUD (THRESHOLD OF PAIN)	130	
	120	Jet takeoff at 200 feet
	110	Thunder
VERY LOUD	100	Rock band
	90	Power lawn mower Diesel bus at 15 feet
	80	Motorcycle at 25 feet
LOUD	70	Inside sports car, 55 mph Garbage disposal at 3 feet
	60	Freeway traffic at 50 feet
	50	Vacuum cleaner at 10 feet Inside department store
QUIET	40	Normal conversation Quiet street
	30	Average residence Quiet room
	20	Whisper at 5 feet
BARELY AUDIBLE	10	Leaves rustling
THRESHOLD OF HEARING	0	Mosquito at 3 feet

Source: City of Emeryville General Plan, Vol. 2, 1975; Charles M. Salter Associates, 1985; U.S. Environmental Protection Agency, Fundamentals of Noise: Measurement, Rating Schemes, and Standards, December 1971, p. 29; SCA.

Measuring Noise

Sound is measured in decibels (dB), which describe relative levels of sound intensity. The decibel scale is logarithmic; 20 dB is 10 times louder than 10 dB, and 30 dB is 10 times louder than 20 dB (100 times louder than 10 dB). Because the human ear does not hear low- and high-frequency sounds (the quietest and loudest sounds, respectively) as well as those in the mid-range, a scale has been devised to describe dB sound measurements according to the response of the human ear. The scale that best approximates this response is the A-weighted scale, called the "A-scale," and measurements using this weighting system are expressed as dBA.

As shown in Table V-2, normal everyday sounds range from 30 dBA, which is very quiet, to almost 100 dBA, which is very noisy. Although noise levels above 60 dBA can disrupt some activities, most people do not become annoyed by it at this level. Above 70 dBA, noise becomes a significant adverse aspect of the environment; speech is disrupted and irritation is a widespread response. When noise levels reach 75 dBA and above, some hearing loss may begin to occur and noise is likely to be identified as the major source of annoyance by the community.

The amount of noise heard in an environment varies over time: trucks may pass by only in the morning; a steady hum may be heard from a freeway or from a creek; a dog may bark intermittently. A number of different descriptors are used to characterize noise according to these time variances and the differences in people's responses to daytime and nighttime noises.

California law requires the use of either the Ldn (day-night average level) or the CNEL (community noise equivalent level) to describe the community noise environment. Both descriptors adjust measurements upward for periods when the community would be more sensitive to noise. The Ldn descriptor separates the day into daytime and nighttime periods, adjusting measured noise upward during nighttime periods. The CNEL accounts for a daytime, evening, and nighttime period and similarly adjusts evening and night noise. These two noise descriptors are very similar, and for all practical purposes the measurements obtained from the two systems are the same. The Emeryville General Plan uses the Ldn measurement system. The national trend is toward the use of this descriptor, and it is recommended by the EPA.

Existing Noise Environment

Most of Emeryville is relatively noisy. Major noise sources fall into two categories: vehicular and non-vehicular sources. Vehicular sources include rail operations, some aircraft flybys, and motor vehicles on the freeways and local streets. Non-vehicular sources are primarily stationary, namely the industrial operations west of Hollis Street and in the vicinity of San Pablo Avenue. The eastern portion of the City is significantly quieter than the western portion, as the western portion of the City is closer to major freeway noise sources and contains more industrial land uses and more traffic. However, there are several industrial operations in the eastern portion of the City, and some truck traffic passes through the residential areas east of San Pablo Avenue. Airplane flyovers are another noise source but are not pervasive enough to alter the ambient noise environment.

¹ Federal Inter-agency Committee on Urban Noise, Guidelines for Considering Noise in Land Use Planning and Control, June 1980, Appendix D.

The community is relatively tolerant of urban noise. Outside of occasional residential problems (such as parties or barking dogs) or isolated events, formal complaints are limited. Some residents have voiced concerns about the truck traffic and night-time industrial operations in the predominantly residential areas east of Hollis Street.

Most noise in Emeryville originates from major vehicle circulation routes: I-80 and I-580 freeways and Powell Street, with Hollis Street and San Pablo Avenue slightly less noisy. Noise levels drop significantly as distance from roadways increases, not only because the distance dissipates noise, but also because the buildings along the roadways provide effective noise shielding for uses which are behind them.

A noise monitoring program, conducted as part of the comprehensive planning effort, measured noise levels from 16 different locations in the City. The monitoring sites were selected to represent a variety of environments and exposure to the spectrum of potential noise sources—automobiles, trains, industrial operations, etc. The noise measurements taken in 1985, as shown in Figure V-4, indicate that noise levels in residential areas of Emeryville range from approximately 55-60 dBA Ldn in parts of central Emeryville equidistant from Powell Street, Hollis Street, and San Pablo Avenue; to 60-65 dBA Ldn in the Triangle near San Pablo Avenue and in the vicinity of Watergate on the Peninsula. Predominantly industrial and commercial areas of southern Emeryville near Park Avenue, Yerba Buena Avenue and Hollis Street and most of the northern area between Hollis and Bay Streets commonly experience noise levels of 65-70 dBA Ldn. Much of the Bayfront ranges from 70 to 75 dBA Ldn. Appendix G describes the observations and measurements made at each of the monitoring sites.

Table V-3 describes typical noise levels from community environments. Noise levels in Emeryville vary by location, but most of the City can be characterized as a noisy urban environment, meaning that the ambient noise levels are relatively high. The Office of Noise Control in the California Department of Health Services suggests that residents of this type of community may be more tolerant of noise than those in quieter communities, and recommends less stringent noise controls relative to the community's tolerance. Noise controls should be re-evaluated periodically, as new information becomes available.

Future Noise Environment

The policies of the Land Use, Housing, Circulation and Noise Elements will define the future noise environment. Noise sources will remain largely unchanged as a result of the new land uses, although many industrial sources will be removed, lowering noise from stationary sources. Increased traffic within the City and in nearby communities will result in increased circulation noise levels. The future noise contours shown on Figure V-4 for the Bayfront are based on projected citywide traffic levels and anticipated train operations. The Bayfront will remain the noisiest area in the City, with Ldn levels reaching 70-80 dBA.

TABLE V-3: RANGE OF TYPICAL OUTDOOR NOISE ENVIRONMENTS, Ldn

Type of Environment	Day-Night Sound Level, dBA	Typical Locations
	85	Los Angeles, 3rd floor apartment balcony next to Santa Monica freeway
	80	Los Angeles downtown with some construction activity
Downtown Major Metropolis	75	San Francisco high-density downtown residential
Very Noisy	70	San Francisco medium- to high-density residential near downtown
Noisy Urban	65	*Emeryville (approximate, varies with location)
Urban	60	Santa Clara Valley residential
Suburban	55	Berkeley Hills low-density residential
Small Town/Quiet Suburban	50	Portola Valley wooded residential
Rural	45	Salinas Valley tomato field on farm

Source: California Department of Health, Office of Noise Control, Guidelines for the Preparation and Content of Noise Elements of the General Plan, 1976; SCA.

*The California Department of Health, Office of Noise Control, suggests that noisy urban communities are more tolerant of noise than quieter communities, and recommends that measured noise levels be adjusted downward to correct for this tolerance.

FIGURE V-4
FUTURE NOISE CONTOURS
(Ldn) AND 1985
MEASUREMENT LOCATIONS

70 — SURFACE ROAD NOISE LEVELS, dBA
75 — RAILROAD NOISE LEVELS, dBA

1985 NOISE MEASUREMENTS:

	Location	Noise Source	Measured (in dBA)
1	Wander Broad Plant	area (50-55 dBA) distant traffic	54
2	3rd/Salem	traffic (up to 80 dBA)	64
3	6th/Sun Public-Lane	traffic (55-65 dBA)	58
4	6th/Salem-Lane	traffic (55-75 dBA)	57
5	Sun Public/1st-Park	traffic (65-75 dBA)	64
6	3rd/Boyer	traffic (school playground)	61
7	Yorba Burned Traffic-Sun Public	freeway traffic	67
8	I-580	freeway traffic	64
9	Park/Arboretum-Labard	auto (60 dBA), truck (80 dBA) traffic dis- tance industrial activity	61
10	Truffel/11th-3rd	truck traffic (70-80 dBA)	70
11	Liquid Super Industries	traffic industrial activity (50 dBA)	54
12	Bay/13th-14th	traffic railroad	64
13	Pine/Chandler	traffic (75 dBA) indus- trial activity (60 dBA)	71
14	Powell/Christie	freeway traffic (65-80 dBA) industrial activity	76
15	4th/Christie	traffic (70-75 dBA)	68
16	I-580	freeway traffic (2-hour measurement)	80

*15th Street Lane may be slightly lower (6-8 dBA) than Ldn.

0 200 400 600

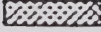
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Notes: Where surface road and railroad noise contours overlap, the combined noise level heard by the receptor is greater than the noise level from either source alone. When two sources which individually generate equal noise levels are combined, the resulting noise level is 3 dBA greater than the individual noise source. For

example, a receptor in the Bayfront exposed to 70 dBA from traffic and 70 dBA from trains would hear 73 dBA. Where the sound level difference between two noise sources is 5 dBA, the receptor hears a 1 dB increase over the louder sound.

TABLE V-4: NOISE/LAND USE COMPATIBILITY

LAND USE CATEGORY	RECOMMENDED NOISE LEVELS, L _{dn} (dBA)						
	EXTERIOR RANGE						INTERIOR, MAX.
	50	55	60	65	70	75	
Residential:							
Low Density							45
Medium to High Density							45
Commercial:							
Hotel							50
Office							55
Restaurant, Retail							60
Other							65
Industrial:							
Light Industrial							55
Custom Manufacturing							50 living area
Other							70
Public/Quasi-Public:							
School, Library, Church,							
Hospital, Theater							45
Other							55
Open Space:							
All Categories							—

KEY:		NORMALLY ACCEPTABLE Specified land use is acceptable, assuming standard building construction.
		CONDITIONALLY ACCEPTABLE Standard building construction is not adequate for specified land use; however, mitigation measures may be easily employed to reduce noise to acceptable levels. An analysis of the measures by a qualified acoustical professional is required, to be approved by the City.
		NORMALLY UNACCEPTABLE The specified land use should be discouraged unless the City finds the project to be in the public interest and a detailed analysis by a qualified acoustical professional shows that specific measures which are to be included in the project would reduce indoor and outdoor noise to acceptable levels. The analysis and attenuation measures must be approved by the City.

E. HAZARDOUS MATERIALS

Introduction

Hazardous materials were used in much of Emeryville's industrial past, and they are a significant part of Emeryville's present environment. The cleanup of hazardous wastes from the past and the handling and disposal of newly generated wastes will affect people many generations from now. Site contamination may impair the City's ability to implement this Plan by increasing the costs of development, requiring certain land use restrictions, and causing delays while necessary cleanups are implemented. The City recognized the importance of this issue in its decision to include it as a separate element in this General Plan. This element primarily addresses land use compatibility where properties are known to be contaminated or where hazardous substances are used or stored on a property. Accidents involving hazardous materials are discussed in the Emergency Preparedness Element.

Hazardous materials include all flammable, reactive, corrosive, or toxic substances which, because of these properties, possess the potential to bring harm to the public or the environment.¹ Hazardous materials can be distinguished from hazardous wastes: hazardous wastes² generally are hazardous materials which have been disposed of—properly or improperly, intentionally or unintentionally. Hazardous wastes are generated primarily by industrial activities, but domestic users also are generators: cleaners, paints, and pesticides, for example, are all hazardous, as is stormwater runoff when it contains oil from the streets.

Hazardous materials represent a potential threat to those who are working with the materials and those who could be affected by its improper or accidental disposal. This element discusses the management of hazardous materials and wastes, but does not discuss response to accidents. The transportation and the accidental discharge of hazardous wastes are discussed in the Emergency Preparedness Element.

¹ Air pollutants are discussed under the Air Quality Element in the Environmental Resources component of the Plan.

² Regulatory definitions of hazardous wastes are found in Subtitle C of the Resource Conservation and Recovery Act (40 CFR, parts 260, et seq.) and in the California Health and Safety Code, Sections 25110, et seq.

Agency Responsibility

Many State, Federal and regional agencies regulate hazardous materials under several legislative acts (see Appendix H). The Environmental Protection Agency (EPA) possesses broad regulatory authority over all aspects of hazardous materials generation, use and disposal, including the Superfund program to clean up inactive or abandoned sites. The California Department of Health Services (DOHS) plays a similar role as the EPA, but on a statewide level. Protection of water quality is the responsibility of the Bay Area Regional Water Quality Control Board (RWQCB). Other agencies, such as the Bay Area Air Quality Management District and East Bay Municipal Utility District, have minor roles addressing hazardous substance issues. The resources of these agencies are limited, however, and cannot be relied upon for implementation of all the policies set forth in this element. Further, these agencies can have goals and priorities that differ from those of the City.

Hazardous Waste Sites in Emeryville

Six sites in Emeryville contain evidence of hazardous waste soil and/or groundwater contamination:

- Westinghouse (Peladeau Street);
- ITT Grinnell (Hollis Street);
- Chevron (Powell Street);
- Electro-Coatings (Park Avenue);
- Emeryville Marketplace (Shellmound Street); and
- Delta-Garrett trucking terminal (64th Street).

These sites have been designated by State and Federal agencies for study and mitigation of possible public health effects. Westinghouse and ITT Grinnell have been designated as Hazardous Waste Properties by the DOHS,¹ which means that DOHS can impose land use restrictions if hazardous conditions are not mitigated. Westinghouse and Electro-Coatings also have been designated as "uncontrolled hazardous waste disposal sites" on the state Superfund list, giving them priority for cleanup.²

Abatement of the hazardous wastes present on the sites involves determination of the nature and extent of contamination, determination of responsibility, inter-agency coordination, and development of a cleanup or containment plan. Cleanup activity at one site in Emeryville (ITT Grinnell) has been postponed indefinitely, partially due to an inadequate determination of agency responsibility, tightened budgets, and misinterpreted communications between agencies.

In addition to these known hazardous waste sites, contamination may exist on other formerly industrial sites. Records of previous activities usually do not document use

¹Lloyd A. Batham III, Program Manager, Hazardous Waste Property Evaluation Unit, Hazardous Materials Management Section, California Department of Health Services. Letter to Mark Buell, Emeryville City Planning Department, April 10, 1984.

²Association of Bay Area Governments, Hazardous Waste Management: A Guide for Community Involvement in the San Francisco Bay Area, September 1983.

of hazardous materials; however, activities such as rail transportation, paint products manufacturing, metal plating, and transformer work may have resulted in site contamination.

The City is contemplating the acquisition of property interests in current and former industrial land within the City in connection with the implementation of this and other land use plans. Since the precise scope of site contamination within the City limits is unknown, such acquisitions carry with them a potential risk of liability under the federal and state Superfund laws. If the City were to acquire contaminated property requiring cleanup activities, costs of those activities theoretically could be imposed upon the City under these laws, although the EPA and DOHS usually pursue such cost recovery against those parties responsible for creating the contamination problem.

Use and Storage of Hazardous Materials

Hazardous materials currently are used in industrial operations by several companies in the Bayfront.¹ The storage of these materials is identified locally by the fire department, which conducts an annual inspection of all businesses in the City. The Alameda County Health Department is developing a program to annually inspect businesses which handle or generate hazardous wastes, based on information from the fire marshals of each city and on a determination of business types which are likely generators. This program eventually will include a waste exchange (recycling) program, to encourage the recycling of hazardous wastes in accordance with RCRA standards.² DOHS also maintains a hazardous materials exchange. The City intends to participate in these programs. These inspection programs will serve as a future record of potential hazardous wastes, and will facilitate emergency response in case of accidents.³

The Sher Bill (Health and Safety Code Sections 25280-25289) regulates the storage of hazardous liquids in underground tanks. Under that bill, counties are to implement the LUST program pursuant to regulations adopted by the State. Cities are allowed to assume implementation of the program by ordinance, but an amendment to the Sher Bill directed that assumption to take place by January 1, 1986. Although local regulations conflicting with the state program are preempted, the savings provision of the bill preserves the authority of cities to adopt ordinances requiring information, conducting investigations and inspections, or implementing and enforcing the LUST program. Generally, the program requires that all facilities storing hazardous substances in underground tanks have a permit, and that the storage tanks meet minimum technological standards.

Under the federal Superfund law, land owners having information that their property was contaminated were required in 1981 to notify the EPA of the existence of the contaminated site. The California Department of Health Services also has attempted to inventory the existing hazardous waste sites within the State. The City should request from these agencies the available information concerning known sites within the City of Emeryville, including but not limited to those sites on the State Superfund list. This information will serve as the basis for additional site characterization activities as necessary.

¹Bill Burke, Building Inspector, City of Emeryville, November 27, 1984.

²Ed Howell, Hazardous Materials Specialist, Alameda County Health Department Division of Environmental Health, December 10, 1985.

³Emergency response is discussed in a separate element of the Plan.

F. FIRE AND CRIME

Introduction

Fire and crime are common safety problems in an urban environment, largely caused by and avoidable through human action. The degree to which they represent a threat depends upon the incidents which occur, the organization of the community, and the facilities and services available in the City. Thus, this element is directly related to several other General Plan Elements; namely, Emergency Preparedness, Community Design, Land Use, Circulation, and Public Facilities.

This element deals primarily with general and project-specific fire and crime prevention while the Emergency Preparedness Element primarily focuses on the response to these hazards, by themselves and in conjunction with other public safety hazards. The Land Use and Community Design Elements describe principles of appropriate community design and site layout for fire and crime prevention and response. Provision of firefighting and police services and facilities are discussed in the Public Facilities Element. Traffic and road conditions which affect emergency vehicle access are discussed in the Circulation Element.

Fire

Fires are caused by people, either intentionally or through carelessness and error. Most fires can be prevented by appropriate site and building design, proper handling and storage of flammable materials, and careful human action. The Uniform Fire Code, which Emeryville has adopted, describes building standards which help to prevent structure-related fires. Some buildings in the City which were completed prior to adoption of these standards do not meet current codes. While most of these buildings do not represent a significant public safety risk, suppressing fires in some may prove extremely difficult, particularly in unsprinklered high-rises.

Planning and prevention, or pro-active firefighting, are probably the best protections against fire hazards. Even with careful planning, however, fires are not entirely preventable. At the point when a fire ignites, firefighting becomes reactive. An adequate supply of water, good access to the source of the flames, and a quick response from the firefighting team help to assure that the fire will be suppressed before the damage becomes too widespread.

Crime

Crime and fear of crime can represent a serious threat to the City. If neglected, it can devastate a neighborhood, ultimately affecting all activities in the neighborhood and undermining public and private development or improvement efforts.¹ Crime is generally believed to be caused by social problems such as the absence of a proper home environment, the lack of job opportunities or class and racial discrimination. While the General Plan addresses these problems by outlining policies to guide development in a socially and economically cohesive form, the complete eradication of crime is beyond the Plan's power and scope.

Traditional municipal responses to crime involve investigation, arrest and punishment. Yet fighting crime should not rely solely on reactionary activities. Crime occurs primarily when an opportunity is presented: an unlocked door in an unoccupied house, for example. The City can attempt to prevent crime by reducing the opportunities for it to occur. Community members can assist in crime prevention by increasing their own understanding of crime and by fostering a sense of responsibility for their environments.

The layout of sites and buildings and the way they are used both play a significant role in the prevention of crime. A community can prevent criminal activities through the use of "defensible space." In short, this concept involves encouraging an increased sense of territoriality among residents and increased surveillance of common areas by residents through design and land use.

¹Richard A. Gardiner, *Design for Safe Neighborhoods: The Environmental Security Planning and Design Process*. Washington: National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U.S. Department of Justice, September 1978.

G. EMERGENCY PREPAREDNESS

Introduction

An emergency is a life-, property-, or environment-threatening incident, particularly one which occurs suddenly or unexpectedly. The resulting damage is determined by the nature of the incident and the response to it. In severe disasters, the reaction to an emergency is often the major determinant of the severity of its impact, since mass confusion can cause more damage than the emergency itself. The purpose of this element is to minimize threats to public safety by preparing the City to respond adequately to potential emergencies.

Natural and man-made hazards that threaten Emeryville are described throughout the elements of the Public Health and Safety component of the General Plan. The Emergency Preparedness Element deals with generalized preparation for and reaction to geotechnical and flooding emergencies, hazardous materials accidents, fires and crime. Emergencies may occur individually or in combination with others. Although these hazards vary in degree of predictability, suddenness and severity, the response, in a greatly simplified form, is often similar:

- Search and rescue, treatment and/or evacuation of victims, and
- Assessment and repair of physical damage.

As an emergency increases in complexity, so does the response to it. For example, responding to a single-alarm fire at an empty warehouse is a much simpler task than clearing a freeway after a collision in which one of the vehicles carried hazardous or flammable substances. Even together, however, these two emergencies are much less serious than a regional emergency, such as a major earthquake on the San Andreas or Hayward Fault.

Emergencies which affect a wide geographical area, several different public agencies, or a large number of people present the most complicated response problems. The more demand the incident places on "critical facilities" and "lifelines"—hospitals, police and fire departments, transportation routes and utilities—the more difficult a coordinated and orderly response becomes. The adverse impacts of an emergency can be lessened if agencies and individuals respond in a comprehensive, rational fashion. The assurance of a rational response requires thorough preparation so that all people understand what to expect in emergency situations.

Fire and Crime. A quick response to fire and crime emergencies is determined by the street layout, traffic conditions, and the location of the responding agency relative to the site of the emergency. Although calls for police services in Emeryville are generally responded to by officers on patrol, the police station, in its current location on the Peninsula, is severed from the substantial portion of the City and the origination points of most calls. Service from the station to the eastern portion of the City, where most calls originate, is impeded by this poor access. Response from the two fire stations is generally good, except that traffic congestion in the vicinity of the Powell Street freeway interchange has slowed response times enough to require installation of a light-locking system on Powell Street. This allows the responding vehicle to hold the traffic lights, clearing the street of traffic. Fighting fires which could result from a major earthquake would be an extremely complex task, and is discussed in the section on Flood and Geotechnical Hazards.

Hazardous Materials. Several types of emergencies involving hazardous materials are conceivable. Among the possibilities are the following:

- A spill at a business, endangering the employees of the site and/or adjacent properties.
- A freeway accident involving vehicles carrying hazardous or flammable materials.
- An accident on the main Southern Pacific Railway line involving cars which are carrying hazardous materials.
- A local street collision involving trucks making a delivery to a gas station or business which uses hazardous substances.
- An accident at the wastewater treatment plant in Oakland involving chlorine gas.
- An unknown substance found on a local street.
- A break in the Southern Pacific petroleum pipeline.

As illustrated by the above examples, a hazardous materials emergency can involve either transportation or on-site accidents, accidents which may affect a wide or unknown range, and identification of unknown substances. Protecting people from hazards may involve evacuation, rerouting of traffic, emergency medical treatment, and identification and removal of the substance. In addition, since many hazardous materials are also flammable, emergency response may involve firefighting.

Prior to enactment of environmental protection laws, cleanup consisted of simply washing the substance, whatever it was, into the sewer system. It is now obvious that this response is not appropriate, and as our understanding of the problems has become more sophisticated, cleanup of spills has become increasingly complex and costly. State and Federal "Superfund" programs provide some monetary assistance for cleanup, and the Alameda County Hazmat teams can identify substances and provide technical advice and supervision for cleanup procedures.

Flood and Geotechnical Hazards. Storm flooding has a very low probability of occurrence in Emeryville. The likelihood of a flood emergency resulting from seismic activity is also relatively low. Some warning could be expected prior to any flood hazard; however, the amount of warning time may be minimal. In the case of dam failure, the warning would reach Emeryville no sooner than 15-25 minutes before the water reaches the City.

A significant earthquake along one of the major Bay Area faults could result in catastrophe for Emeryville. The earthquake by itself could cause major damage to buildings, roads, and utility lines. Combined with the potential for flooding, fire, crime and hazardous materials accidents, the problems could become greatly compounded. Both Interstate 80 (including the Bay Bridge) and Interstate 580 could

fail, communications could be disrupted, and lifeline services (water, power, wastewater treatment) could malfunction. Critical facilities and services—hospitals, emergency shelters, government institutions, police and fire departments—would be strained. Widespread confusion and panicking could impede response efforts.

The experience of the September 1985 Mexico City earthquake may offer some insight into the adequacy of emergency preparedness. Although many buildings were damaged during the event, the usual cause of major damage following earthquakes—fires—was fairly localized. Bottled propane gas was used extensively, so there were fewer gas lines to rupture. There was some leakage from the propane tanks, and one fire which resulted when the gas ignited. This is not expected to be the case for the Bay Area. Gas lines could rupture, residences are built primarily of wood, and there are more combustible materials to be found in homes and businesses.

Power generation and distribution was not adversely affected in the Mexico City earthquake, although downed distribution lines in the immediate vicinity of damaged buildings resulted in some loss of power. Interruption of telephone service was significant, due to equipment damage and loss of life among personnel when the telephone company building partially collapsed. The transportation system suffered only minor damage; in fact, the subway and the airports were immediately operational, following an inspection and roadways experienced minor buckling.

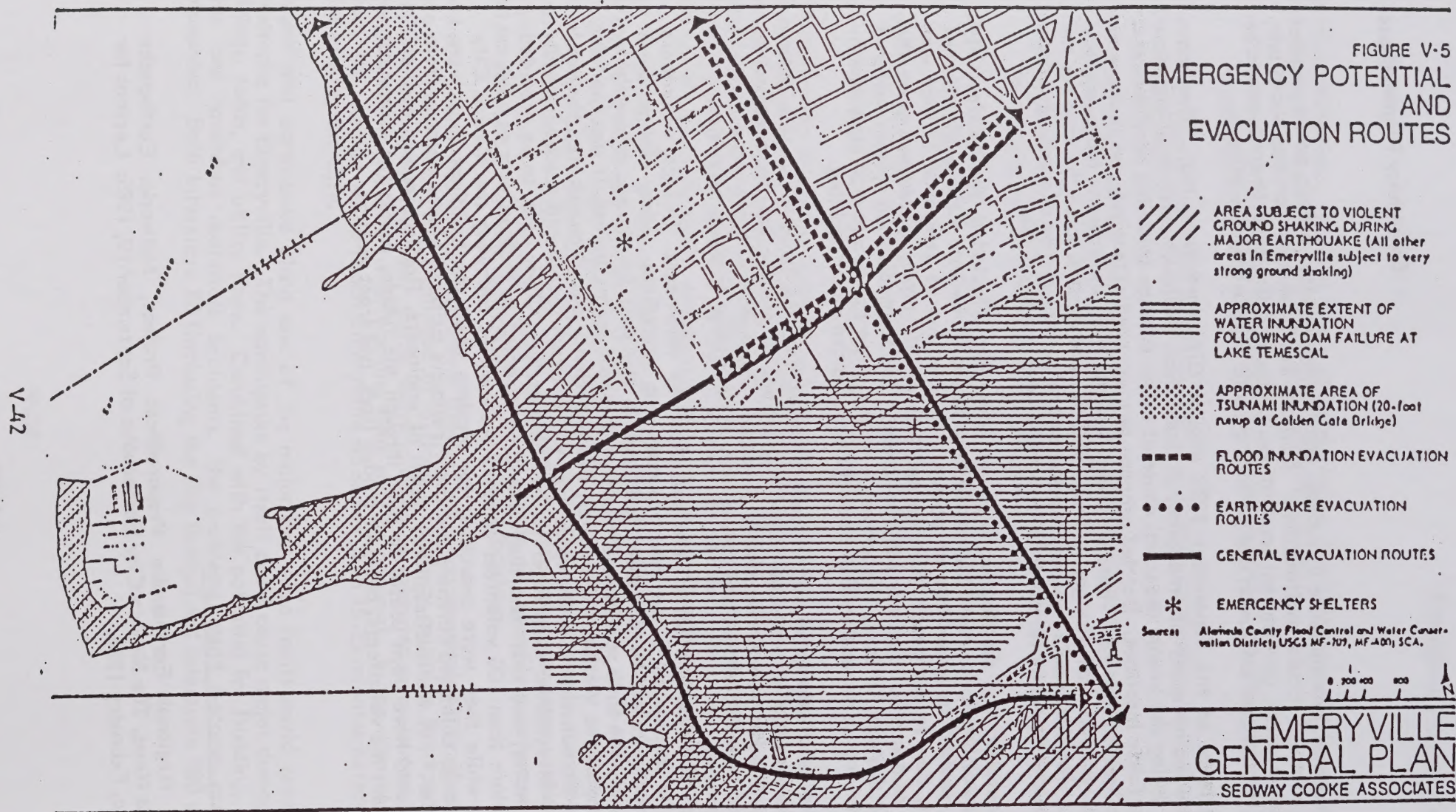
Despite the relatively good performance of most lifelines, however, it was determined that educational programs were insufficient to prepare for the catastrophe and response teams were inadequately prepared. Furthermore, there was no way to estimate the overall damage, and thus no way to determine response priorities.

Most search and rescue efforts were performed by volunteers. In fact, volunteers proved to be invaluable, since their response was immediate. Many victims were pulled from the rubble of collapsed buildings in the first few hours, primarily by volunteers. By the time specialized search-and-rescue teams arrived, it was too late to save many of the victims.¹ However, this experience also demonstrated the need to care for the volunteers, since volunteers will attempt search-and-rescue immediately, and will continue even after trained help arrives. They need to be provided with food, water, and rest; and they should be directed in their efforts as soon as possible. More than 100 volunteer workers were killed following the Mexico City earthquake while they were searching for victims when the buildings they were working through collapsed further; and many rescuers suffered kidney damage from lack of water.² A multi-disciplinary team of engineers, firefighters and medical personnel would have been useful to pick through the rubble, assess the structural damage, direct the volunteers, avert or subdue fires, and treat victims.

¹Bay Area Regional Earthquake Preparedness Project, Networks Earthquake Preparedness News, The Mexico City Earthquake of September 19, 1985: Lessons for the Bay Area, February 1986.

²Ibid.

FIGURE V-5
EMERGENCY POTENTIAL
AND
EVACUATION ROUTES



APPENDIX D: OPEN SPACE AND OUTDOOR RECREATION

Open Space/Recreation Classifications

Open space and recreation lands fall into several different categories. Each type of space implies a particular type of use. Acquisition, development, management, and maintenance methods and costs vary with each type of park space. Four types of recreation/open space lands are discussed: ecological preserves, historic/cultural sites, visual amenities, and recreation areas.

Ecological Preserves. An ecological preserve is open space which is left in its natural state or which is improved to restore it to its former natural state. The land is often set aside to preserve a unique plant or animal species or habitat, such as that found in the Emeryville Crescent. The costs associated with these areas are primarily acquisition costs, with minimal maintenance, since active recreation is discouraged, and access often is restricted. Ecological preserves are used mainly for nature study and viewing. As described in the General Plan, acquisition may not be necessary for the Emeryville Crescent.

Historic/Cultural Sites. Sites or structures which uniquely represent some facet of local or national history are valued as historic or cultural resources. Any remnants of the Emeryville shellmounds, if they still exist (see the Cultural Resources Element), would fall under this category. Costs associated with historic or cultural resources vary widely, depending on the nature of the resource (e.g., the site of a historic event or the structure in which it took place, or a potential archaeological find) and how the resource will be used (preserved, developed as a public facility, or restored, for example). Historic structures in Emeryville are significant in that they represent an element of the City's heritage and development. It is not expected that any remnants of the Emeryville shellmounds exist. Thus, this type of recreation resource is mentioned only in the case that some cultural resource is discovered in the future.

Visual Amenities. Street trees and median landscaping, generally associated with City-owned land, can be classified as visual amenities. Costs associated with these vary according to the type and amount of plant material used.

Recreation Areas. Recreation areas, or parks and playgrounds, involve more costs than the other types of open space and recreation lands. Passive recreation areas generally encourage activities such as picnicking, strolling, or sitting, while active recreation areas include facilities for sports or playground equipment for children. A park can include areas for both active and passive activities.

The General Plan describes three recreation area prototypes (see Figure III-11). A mini-park usually is found in a residential area and serves residents in the immediate vicinity (within 1/4 mile). The larger community park of 2-5 acres, which may contain a greater variety of facilities than a mini-park, poses significantly greater acquisition and parcel assembly problems than mini-parks, which may be developed on single vacant lots or at the ends of cul-de-sacs.

Development and Maintenance Costs

It is possible to make some generalizations about relative development and maintenance costs. Development costs are one-time costs of acquisition and construction, often financed in part by grants or development fees; maintenance costs, usually the responsibility of the City, include plant care, trash removal, and repair of damaged facilities.

Development Costs. There are two main aspects of park development costs: land acquisition and development or construction costs. Assuming that per-acre land costs remain constant regardless of parcel size, land for a smaller park will cost less to acquire than land for a larger park. Development costs vary according to the size of the park and the facilities in it. Per-acre development costs decrease as the size of the park increases, due to such factors as increased construction efficiency in developing larger sites and a lower proportion of facilities which are expensive to install, such as paving and playground equipment, included in larger sites.

While the per-acre development costs of small parks may be greater, the total cost of developing a number of small parks may be much lower than the cost of developing a single larger park, depending on the number of small parks. For example, if the City were to develop 10 mini-parks, each of which were 2,500 square feet, the total land area would be 25,000 square feet, or approximately one-half acre. A single community park would be 4-10 times larger, and any cost savings per acre probably would be countered by the total development cost.

Maintenance Costs. The major issues affecting the cost of park maintenance are the amount and kind of vegetation (grass, trees, shrubs, and groundcover), the type of irrigation system (automatic or manually operated), the proximity of storage areas to parks, and the distance maintenance crews must travel to reach parks. In addition, some facilities require special maintenance procedures which can significantly raise the costs. For example, sand in children's play lots must be screened regularly for broken glass and other debris.

As is the case with development costs, the per-acre maintenance costs may be higher for small parks than for large ones due to the time it could take to reach many small, scattered sites and the relative efficiency with which a single large site can be maintained. Again, however, the total area of many small parks will be much smaller than a single, larger park; therefore, the total maintenance costs can be much smaller.

The choice of plant materials also affects maintenance and development costs. Grass areas are extremely low in installation costs when compared with low-maintenance shrubs or trees, but require almost continual care in watering, cutting, fertilizing, and weeding. Perennial plants such as trees, shrubs, and groundcover are moderately expensive to install, and require careful maintenance for the first 2-3 years until established. If appropriate species are chosen, they require almost no maintenance when compared with turf. Beds of flowering annuals are the most expensive plant material to use in parks, both from an installation and a maintenance standpoint.

Generalized Implementation Methods

The following describes open space implementation methods which can be utilized by the City. These include regulatory tools, acquisition methods, and financing tech-

niques. Not all implementation tools are applicable to all types of open space lands. Table I notes the applicability of the methods described below.

Conditions and Dedications. Development approval can be made subject to conditions imposed by local government. Conditions can include requirements for land dedications, fees, or public improvements. A dedication is a gift of land from the developer to the municipality. Instead of donating land, developers can pay fees, usually equal to the cost of land that the developer would otherwise have to dedicate.

Subdivision Map Act. Subdivision regulations (Government Code Section 66511) enable local governments to regulate the design and improvement of land when it is divided for development. A broad interpretation of "design and improvement" has been adopted through court cases and includes the physical layout of a subdivision, dedications of public improvements and easements, and other measures "as may be necessary or convenient to insure conformity to or implementation of the general plan." The types of dedications, public improvements, or in-lieu fees which can be required include: land for park and recreation uses, public access easements, bicycle paths, local and recreational facilities.

Quimby Act. The Quimby Act (Government Code Section 66477) allows local governments to exact land dedications, in-lieu fees, or a combination of both for park and recreation as a condition of approving a final residential subdivision or parcel map. A 1981 legislative counsel opinion suggested that the Quimby Act may be used for park maintenance and utility costs, as well as for acquisition and development. The City would have to adopt a Quimby Act ordinance. Fees collected or land dedicated under the ordinance can only be used to develop new parks or rehabilitate existing parks which will serve the new subdivision, although the parks do not have to serve the new subdivision exclusively.

Planned District and Planned Unit Development Approvals. A developer could be granted "PD" zoning (which can mean higher density and more flexibility in site design and mix of uses) or "PUD" approval (which can mean more flexibility in site design) in exchange for land dedication, improvement of open space areas within the development, or payment of in-lieu fees for purchase of open space elsewhere. This process requires a great deal of negotiation between the developer, planning staff, and public.

Development Agreement. As defined by Government Code Section 65864, local governments can enter into contractual agreements with developers in which the local government effectively promises not to change its planning or zoning laws applicable to the development for a specified period of time, in return for specified commitments (such as development of parks or open space) from the developer, which the jurisdiction could not ordinarily require. Procedures for development agreements are typically added to the community's zoning ordinance. Development agreements may be appropriate for large, multi-phase projects where the developer will be required to make substantial investments for public improvements; the development agreement will contractually assure that the improvements promised by the developer will be implemented even if the development fails financially.

Acquisition. The City can provide public parks and open space by acquiring the land. This reduces the uncertainty that a particular parcel will be developed for open space or recreational purposes. Since costs of full fee acquisition are often prohibitive, several financing schemes and alternative acquisition methods have also been used.

TABLE 1: OPEN SPACE IMPLEMENTATION APPLICABILITY OF METHODS

	<u>Ecological Preserve</u>	<u>Historic/ Cultural Sites</u>	<u>Rec- reation Areas</u>	<u>Visual Amenities</u>
CONDITIONS/DEDICATIONS:				
Subdivision Map Act	X		X	X
Quimby Act	X		X	X
PD/PUD Approval		X	X	X
Development Agreement		X		

ACQUISITION:

Full Fee Acquisition

Purchase	X	X	X	X
Installment Purchase	X	X	X	X
Purchase and Sale or Leaseback	X		X	X
Donation of Gift or Bargain Sales	X	X	X	-X
Eminent Domain	X		X	
Tax Foreclosures	X	X	X	X

Less Than Fee Acquisition

Scenic/Conservation Easement	X	X		X
Purchase and Resale Without Certain Rights	X	X	X	
Public Trust	X		X	
Leases	X			
Covenants, Deed Restrictions		X	X	X

Full Fee Acquisition. This technique involves public purchase and ownership of full title to the land and all rights associated with the land. This is the most foolproof way to preserve open space, but its utility is limited by the amount of revenues the City and other agencies have available and are willing to appropriate for open space purposes.

Less Than Fee Acquisition. Associated with each piece of land are development rights. This bundle of rights can be divided, and certain rights can be purchased for less than the full purchase price of the property. This means that a public agency can acquire various forms of development rights, or easements, which are written privileges that one person, public body, etc., has with regard to land owned by another person. The rights can be specified for a certain number of years, or they can run in perpetuity. This form of acquisition is beneficial in that it leaves the land on the tax rolls; however, if the property is in the path of development, the cost of obtaining the easement is often almost as expensive as purchasing the entire fee.

Eminent Domain. The basic problem with the acquisition of land is the high cost to local governments. Lands that will be used by the public must be purchased by some governmental unit, but if a mutually agreeable price cannot be determined, the land must be condemned and just compensation paid for it. There are certain non-recreational purposes for which condemnation is not permitted under State law.

Tax Foreclosures. Lands which are tax-delinquent and have been acquired by the public through foreclosure proceedings may be used for open space purposes or may be exchanged for other lands of equal value but with greater open space importance; or money received from the sale of tax-delinquent lands could be directed to open space acquisition programs. This technique has limited applicability.

Gifts. Gifts of land to local governments offer tax incentives to the donor. The cost of the donation can be deducted from the donor's gross annual income. Since the donor also avoids the capital gains tax which would have to be paid if the land had been sold for development, the total tax savings for the donor in some instances could actually exceed the net after-tax profit which would have been received from the sale. Some private non-profit organizations, such as the Nature Conservancy and the Trust for Public Land, often assist in these arrangements. Gifts of land are often used for ecological preserves, but land which is received may be exchanged for other, more important lands or sold for purposes of acquiring additional land.

Sale of School Lands. The school district could negotiate with the City on the sale of the Ralph Hawley School site to the City. This site could be used for recreation purposes.

Public Trust. As previously mentioned, Emeryville could exercise the public trust over tidelands. This is similar to a less than fee acquisition in that the public will have rights to certain uses of the land but will not gain ownership. The City is not required to compensate the owner of the fee title to the land in these cases, but uses are restricted to those which are consistent with the public trust as defined in the State constitution. These include commerce, navigation, fisheries, recreation, and ecological preservation.

Financing Methods. Methods of financing acquisitions, other than straight purchase, are defined in recognition of the financial burden that purchase often represents to local agencies.

Purchase and Sale or Leaseback. Under this arrangement, the public body would purchase the property and then sell or lease it back to the original owner subject to restrictions which ensure that the land's natural quality will be preserved and that the type and intensity of development is compatible with the natural resource.

Installment Purchase. Purchase of property can be spread out over a period, and periodic payments can be made to the owner, who would be subject to restrictions regarding the use of this land during the payment period.

Bargain Sales. A landowner could sell land at a bargain price to the City, and receive tax benefits from the sale similar to those of a gift. The difference between the value of the property and the sales price could be deducted from the seller's gross annual income. Private, non-profit organizations often assist with these arrangements.

Long-Term Lease or Lease/Purchase. The City can enter into an agreement with a landowner for a period of time long enough to let the owner recoup his investment. Provisions which give the public the option to purchase the land at various prices during the course of the lease may be included in the agreement.

Bonds. The City could issue general obligation bonds, which would require a two-thirds approval of voters. These bonds are payable from ad valorem property taxes, and they would be guaranteed by the City. State law limits the amount of indebtedness which a local government may incur. Revenue bonds, which do not usually require voter approval, are not backed by the local government, and are not subject to the debt ceiling, could also be issued. Their use is limited, however, as they are payable on revenue generated by the project. Most open space projects, other than marinas, would not generate revenue other than through purchase/saleback or purchase/leaseback arrangements.

Other. Fees can be collected under the provisions described under Conditions and Dedications. Federal and State grant programs, individuals, and foundations may be sources of funds. These programs are described in Table 2.

Public Agency Support and Jurisdiction

California Department of Parks and Recreation. The State Department of Parks and Recreation has allocated \$9 million toward the purposes of the East Bay Shoreline Park. These funds may be used for planning, development, and acquisition. Emeryville is among the communities eligible for planning funds. In order to obtain these funds, the City must make a direct request to the State Department of Parks and Recreation. According to State staff, there are no formal application forms or criteria for allocation of funds. A citizens' group currently is working with legislative representatives on funding requests for the East Bay Shoreline Park.

Federal, State, regional, and local agencies have a variety of interests and responsibilities in the conservation and management of open space resources. Many of these agencies have overlapping jurisdictions, and they have not reached a consensus on some issues, such as whether a bicycle path should be installed through the Emeryville Crescent. Several of the agencies are identified below.

	federal)	the Arts	May not be used for ongoing city planning.		federal)	town center, and for other mixed-use open space areas; involve local artist community.	
2.	GENERAL PROJECT IMPLEMENTATION						
a.	Urban waterfront restoration (Chapter 7)	State Coastal Conservancy	Waterfront restoration projects along bay. Restoration plan (if any) must be prepared and approved.	Promote access to water, visitor-serving uses, excellence in urban design, environmental enhancement, shoreline industries.	Up to 100% of cost. Types: G, L	Bicycle/pedestrian trails, marina upgrades.	---
b.	Urban waterfront restoration-revenue bonds	State Urban Waterfront Area Restoration Financing Authority	Same as above.	Same as above. Projects must be economically self-sustaining.	Same as above. Types: O	Same as above. Project could be proposed by governmental agency (e.g., City or Redevelopment Agency) or private entity.	--

G = grant
L = loan

M (50%) = matching (%)
O = other

LG = loan guarantee
C = applications received continuously

A = annual application deadline
2 = 2-year limited program

G = grant
L = loan

M (50%) = matching (%)
O = other

LG = loan guarantee
C = applications received continuously

A = annual application deadline
2 = 2-year limited program

TABLE D-2: FUNDING PROGRAMS FOR OPEN SPACE/RECREATION (continued)

<u>Project Type</u>	<u>Agency/Program</u>	<u>Purpose/ Eligible Projects</u>	<u>Priorities/ Selection Criteria</u>	<u>Funding Availability and Type</u>	<u>Potential Ap- plication to Emeryville</u>	<u>Example(s) In Adjacent Cities</u>
c. Community De- velopment Block Grants (CDBG)-- small cities	U.S. Department of Housing and Urban Develop- ment	Projects which are eligi- ble under CDBG Act. Grants awarded on a competitive basis.	City determines dis- bursement. State re- quirements emphasize improvement of low- income housing.	Cities do not normally allocate CDBG to parks. Type: G	Parks and play- grounds; commu- nity facilities.	Not normally used for parks.
d. East Bay Shore- line Park	State Parks and Recreation De- partment; Bond Acts; 1975, 1980	Acquisition, planning, development to carry out East Bay Shoreline Park Plan.	Trail connecting East Bay shoreline from Bay Bridge toll plaza to Richmond. Acquisition is a low priority.	\$10,000 minimum; no maximum. \$9 million allo- cated to East Bay cities. Type: G	Shoreline bicy- cle/pedestrian trail; shoreline acquisition/develop- ment as pier. Emeryville has received \$20,000.	Berkeley-- \$572,000; Albany--\$1.2 million to close landfill.
3. FISHING						
a. Pier con- struction or rehabilitation	Wildlife Conser- vation Board	Fishing purposes, pier upgrading. Construc- tion. Proprietary inter- est must be conveyed to the state.	---	Type: G, M (50%) Funds may not be available.	Development of Ashby Split or North Shore- line; restore fishing pier.	Emeryville received funding to build Penin- sula pier.
4. TRAILS/ACCESS						
a. Access program	State Coastal Conservancy	Trails, parking lots.	Provide access to Bay. Must serve greater than local need. Projects which offer local matching funds are given priority.	Up to 100% of project cost. Type: G, M	---	Berkeley has received funds.
b. Bicycle/pedes- trian facilities	Metropolitan Transportation Commission	Engineering and construction of bicycle/pedestrian facilities.	Ranked according to regionwide priorities.	Coordinate with MTC. Type: G	Citywide bi- cycle/pedestrian lanes and street or rail overcrossings.	---

G = grant
L = loanM (50%) = matching (%)
O = otherLG = loan guarantee
C = applications received continuouslyA = annual application deadline
2* = 2-year limited program

<u>Project Type</u>	<u>Agency/Program</u>	<u>Purpose/ Eligible Projects</u>	<u>Priorities/ Selection Criteria</u>	<u>Funding Availability and Type</u>	<u>Potential Ap- plication to Emeryville</u>	<u>Example(s) in Adjacent Cities</u>
c. Bicycle lane account	Caltrans	Preliminary engineering and pavement markings.	Commuter-serving.	Up to \$90,000. Type: G	Crossings at Powell Street, railway crossings.	Bicycle lane will be built in Albany (through HOV project).
5. PARKS AND PLAYGROUNDS						
a. Robert I. Z'berg urban open space and rec- reation program	State Department of Parks and Rec- reation (Bond Act of 1984)	Allocated for each of 2 years. Emeryville must apply for it.	Urban outdoor rec- reation. Projects must be directed toward providing for the most urgent and unmet recre- ation needs of residents.	\$1,954. Type: G, block, M (75%), A (May 1)	Improvements to existing parks/play- grounds.	---
b. Regional competitive	State Department of Parks and Recreation (Bond Act of 1984)	Develop or rehabilitate park facilities; acqui- sition is ineligible. Rec- reation development on school-owned lands is eligible in some cases.	Less intensive uses, such as fishing piers, have lower priority. Compete within 10 state planning districts.	Minimum \$10,000; no max; \$25 million avail- able for next 2 years. \$5.3 million available to bay region this year. (\$200 million in appli- cations were received this year.) Type: G, A, (Oct. 1)	Development of new parks on dedicated land; upgrade existing parks (e.g., vest-pocket park), shore- line; community center.	Berkeley \$330,000.
c. Land and Water Conservation Fund	National Park Service	Acquisition or develop- ment of outdoor park facilities.	Serve outdoor recrea- tion purposes. Low cost/benefit ratio. Less intensive uses, such as fishing piers, have lower priority. Compete within 10 state planning districts. Competitive.	Average \$150,000- \$200,000. Type: G, M (50%), A (until 1990)	Acquisition/de- velopment of south peninsula or new urban parks.	

G = grant
L = loan

M (50%) = matching (%)
O = other

LG = loan guarantee
C = applications received continuously

A = annual application deadline
2* = 2-year limited program

TABLE D-2: FUNDING PROGRAMS FOR OPEN SPACE/RECREATION (continued)

<u>Project Type</u>	<u>Agency/Program</u>	<u>Purpose/ Eligible Projects</u>	<u>Priorities/ Selection Criteria</u>	<u>Funding Availability and Type</u>	<u>Potential Ap- plication to Emeryville</u>	<u>Example(s) in Adjacent Cities</u>
6. MARINA, BOAT- ING, SHORELINE						
a. Small craft harbor loan	State Department of Boating and Waterways	Marina feasibility studies and marina construction or ex- pansion. Similar program for private marina operators. (If marina is privately operated, only used for non-revenue- producing components.)	---	Up to 100% of project cost. Type: L	Emeryville has received funds.	---
b. Boat launch development grants	State Department of Boating and Waterways	Build or rehabilitate boat-launching. Facili- ties must be free to public.	---	Up to 100% of project cost. Type: G	Emeryville has received funds.	---
7. CULTURAL ACTIVITIES						
a. Organizational Grants Program	Organizational Grants Program; California Arts Program	Artistic programs, projects, or special events.	Highly competitive.	Type: G, M (100%)	Cooperative projects with artist community, events at com- munity center.	---
b. Environmental Education	State Department of Education, Environmental- Energy Conser- vation Service	Environmental edu- cation, development; 4 different programs.	Application standards currently being revised.	Type: G	Interpretive programs; special events.	---

G = grant
L = loan

M (50%) = matching (%)
O = other

LG = loan guarantee
C = applications received continuously

A = annual application deadline
2* = 2-year limited program

<u>Project Type</u>	<u>Agency/Program</u>	<u>Purpose/ Eligible Projects</u>	<u>Priorities/ Selection Criteria</u>	<u>Funding Availability and Type</u>	<u>Potential Ap- plication to Emeryville</u>	<u>Example(s) in Adjacent Cities</u>
8. NATURAL RESERVES						
a. Resource enhancement	State Coastal Conservancy	Technical assistance, planning acquisition, improvements.	Address Bay resources, preservation, enhance- ment, restoration.	Average \$10,000- \$300,000. Type: G	Crescents: re- moval of garbage, interpretive cen- ter, restoration of natural habi- tat, boardwalk trail through Crescent, inter- pretive center, Ashby Split.	---
b. Beach erosion control	State Department of Boating and Waterways	Shoreline protection projects, legislative approval for each grant is required.	Preserve recreational beaches or protect existing development.	Varies.	Riprap, other erosion projects.	---
c. Cooperative projects with lo- cal government	Wildlife Conser- vation Board	Acquisition or improve- ment. Acquired land is conveyed to Department of Fish and Game. 25- year proprietary interest for improvements.	Preservation of wildlife habitat, recreational fishing.	Average \$10,000- \$500,000. Type: G, M (50%)	Crescents: re- moval of garbage, interpretive cen- ter, restoration of natural habi- tat, boardwalk trail through Crescent, inter- pretive center, Ashby Split.	---
d. Environmental license plate fund	The Resources Agency (State)	Acquisition, restoration of natural areas; legislative approval is required.	Access; environmental education; protection of rare and endangered plants and animals.	Varies widely. Type: G, A (July 15)	Crescents: re- moval of garbage, interpretive cen- ter, restoration of natural habi- tat, boardwalk trail through Crescent, inter- pretive center, Ashby Split.	---

G = grant
L = loan

M (50%) = matching (%)
O = other

LG = loan guarantee
C = applications received continuously

A = annual application deadline
2 = 2-year limited program

TABLE D-21 FUNDING PROGRAMS FOR OPEN SPACE/RECREATION (continued)

<u>Project Type</u>	<u>Agency/Program</u>	<u>Purpose/ Eligible Projects</u>	<u>Priorities/ Selection Criteria</u>	<u>Funding Availability and Type</u>	<u>Potential Ap- plication to Emeryville</u>	<u>Example(s) in Adjacent Cities</u>
9. OTHER						
a. Private sources	Landowners (Santa Fe), Private Foundations	Acquisition of land, grants.	Coordination with Santa Fe; research at Foundation Center.	Not a grant pro- gram; must be negotiated.	South Peninsula; Ashby Split; varies.	---
b. Public trust	State Lands Commission	Claim public trust over Crescent.	---	Not a grant program; must be negotiated.	Emeryville Crescent.	---
c. Natural disaster assistance	State Office of Emergency Services	Repair public property damaged by natural disaster; will not fund purely recreational facilities unless declared a federal emergency.	Must be declared a local emergency by state. (If declared a federal emergency, state can apply for federal funds.)	Type: G, M (determined by cost-sharing formula)	Repair of storm damage (declared state of emergency).	---
d. Public law 99 program	U.S. Army Corps of Engineers	Repair of flood control works damaged by flood or unusual storm.	Does not give grants for local repair work by U.S. Army Corps of Engineers.	Type: G, O (funds may not be available)	---	---

G = grant
L = loan

M (50%) = matching (%)
O = other

LG = loan guarantee
C = applications received continuously

A = annual application deadline
2* = 2-year limited program

U.S. Fish and Wildlife Service. The U.S. Fish and Wildlife Service (FWS) has expressed a strong interest in the Emeryville Crescent as one of the few remaining tidal marshes in the San Francisco Bay. The FWS would not purchase the land, as it believes the Clean Water Act, BCDC, and the potential public trust easement provide a reasonable degree of protection from non-water development. Because any alteration of the land may affect the tidal marsh, the FWS has requested review of any development proposed near the shoreline. The top priorities for protection by FWS are the rare and endangered species which are known to inhabit the area, migratory bird and fish habitats, and the Bay's ecosystem. Because of the presence of the endangered salt marsh harvest mouse and clapper rail in the Crescent, the FWS recommends against a continuous path through the Crescent and suggests that the driftwood sculptures on the mudflats may be seriously damaging the natural environment essential for the survival of these species.

California Department of Fish and Game. This agency would assume management responsibility for the Emeryville Crescent as a wildlife refuge whether another agency acquires it or the public trust is exercised. As a wildlife refuge, the Crescent would not be publicly or privately developed or given extensive public access. The agency remains neutral on the question of whether a bicycle path through the refuge is appropriate; however, a representative notes that in order to manage the area as a wildlife refuge, wildlife and people must be separated. Ideally, the sculpture garden would be removed, but a limited and restricted area for driftwood sculpture could be provided and perhaps improved from its present state by requiring all sculpture to be constructed of natural materials and in natural colors.²

Coastal Conservancy. The Coastal Conservancy, a State agency charged with protection and enhancement of resources in the Coastal Zone and the San Francisco Bay shoreline, may award loans or grants to local, State, or other public agencies, and to non-profit organizations and land trusts, or may undertake projects itself where local agencies are unable to do so. The Conservancy can mitigate some environmental impacts of development projects by providing public access where necessary or desirable.³ The Coastal Conservancy presently is funding shoreline access projects in Berkeley and soon will provide funds to Albany as well.

Bay Conservation and Development Commission (BCDC). BCDC has jurisdiction over lands 100 feet landward of the Bay shoreline. Any development which is proposed within this boundary must be consistent with BCDC's Bay Plan.⁴ The Bay Plan policies that affect Emeryville are as follows:

¹Peggy Kohl, U.S. Fish and Wildlife Service, December 12, 1984.

²Ted Wooster, Environmental Services Supervisor, California Department of Fish and Game, November 16, 1984.

³Peter Brand, Coastal Development Analyst, California Coastal Conservancy, November 26, 1984.

⁴San Francisco Bay Conservation and Development Commission, San Francisco Bay Plan, January 1969, as amended July 1979, September 1983.

Wildlife. Bay Plan Map 4 identifies the Emeryville Crescent as a high-value water-bird habitat and wildlife area. Nothing may be constructed within BCDC's jurisdiction which would be detrimental to the preservation of this area as a wildlife refuge.

Public Access. Public access to the Bay, according to BCDC policies, should serve scenic, recreational and educational purposes. Access should be provided where it will not be detrimental to the purposes of a refuge; although if access is restricted to a less fragile area which still offers views, and an interpretive exhibit illustrating the fragility of the environment is provided, visitors may be less tempted to disturb the wildlife area.

Filling. The Bay Plan specifies that the Emeryville area of the Bay should be developed for public and commercial recreation uses and that such development be coordinated with Albany and Berkeley. It notes that "some fill may be necessary to create usable shoreline areas, protected water areas and park space."² The narrow section of the Frontage Road north of the Peninsula would be widened for pedestrians when the bicycle/pedestrian path is constructed, but actual filling of the Bay for this purpose is not anticipated.³

Views. Views of the Bay should be maintained; new development, accordingly, should not create a wall between the Bay and the land.

Appearance, Design and Scenic Views. According to the Bay Plan, "unnatural debris should be removed from sloughs, marshes, and mudflats that are retained as part of the ecological system. Sloughs, marshes and mudflats should be restored to their former natural state if they have been despoiled by human activities."⁴ Although the activities on the mudflats undoubtedly harm the fragile environment, structures like the sculptures draw people to the Bay, which is encouraged by BCDC in most instances. Consequently, BCDC is divided on whether the Emeryville driftwood sculptures should be removed or retained.

Regional Water Quality Control Board (RWQCB). As discussed Appendix F, Water Resources, the RWQCB is responsible for the quality of the water in the greater Bay Area, including San Francisco Bay. Accordingly, the RWQCB has described beneficial uses for the Bay in its 1982 Water Quality Control Plan. These include: non-contact water recreation, wildlife habitat, preservation of rare and endangered species, fish spawning, and estuarine habitat.

East Bay Regional Parks District. The East Bay Regional Parks District (EBRPD) has planned a shoreline bicycle/pedestrian path through Alameda County for the past

¹ Nancy Wakeman, Chief of Permits, Bay Conservation and Development Commission, November 16, 1984.

² San Francisco Bay Conservation and Development Commission, San Francisco Bay Plan, January 1969, as amended July 1979, September 1983, Map 4.

³ Nancy Wakeman, Chief of Permits, Bay Conservation and Development Commission, November 16, 1984.

⁴ San Francisco Bay Conservation and Development Commission, San Francisco Bay Plan, January 1969, as amended July 1979, September 1983, p. 29.

decade, although responsibility for implementation of this plan has never been identified. The concept of the plan is similar to that proposed for the East Bay Shoreline Park under the State Department of Parks and Recreation. The EBRPD is not currently planning any acquisition for construction of the path; however, it would oversee maintenance and operation if one were constructed.

Alameda County. The County, in its General Plan, recommends that natural areas be assessed for their resource sensitivity and vulnerability to development impacts. It also recommends that the EBRPD or Federal and State agencies acquire "for public management those environmental resource areas which are of critical countywide, regional, statewide, or national significance, including important wildlife habitat areas, watersheds and ground water basins, and areas providing or having the potential to serve outdoor recreation needs."²

City of Berkeley. Berkeley's waterfront area plays a major role in plans for the East Bay Shoreline Park. The City currently is conducting a planning study for development of the waterfront area.

City of Oakland. The Oakland General Plan proposes a bicycle/pedestrian path through the Emeryville Crescent. The plan asserts that the path would not be inconsistent with a wildlife refuge.

Port of Oakland. A portion of the land in the Emeryville Crescent, outside of Emeryville itself, lies within the jurisdiction of the Port of Oakland. It is designated for recreational uses in the Port's shoreline plan, although the north harbor site is proposed as a future shipping terminal. The construction of this project would require landfill and is contingent on a permit from BCDC.

Private Organizations. The Audubon Society, in conjunction with the Bodega Bay Institute, sponsored an exhaustive study of the Emeryville Crescent ecology.³ The Golden Gate Chapter of the Audubon Society opposes the bicycle path, contending that the public access such a path would provide is inappropriate for a fragile area. In particular, the presence of people and their pets in the Crescent would seriously disturb the clapper rail habitat. To protect the area, the Audubon Society calls for the removal of the driftwood sculptures to the area north of Temescal Creek, restricted access south of this area, and construction of an interpretive exhibit demonstrating the ecology of the area.⁴

The Sierra Club has collaborated with the Golden Gate Audubon Society, Save San Francisco Bay Association, League of Women Voters, and Citizens for Eastshore State Park to seek State funding and assistance in implementing the State East Bay Shoreline Park proposals.

¹Peter Koos, Senior Landscape Architect, East Bay Regional Parks District, November 9, 1984.

²County of Alameda, General Plan for the Central Metropolitan, Eden and Washington Planning Units, January 1981 p. 25.

³Bodega Bay Institute, The Crescent: An Environmental Assessment of the Emeryville Crescent, Golden Gate Audubon Society, 1978.

⁴John Zublackis, Past President, Golden Gate Audubon

ENVIRONMENTAL REVIEW

Emeryville General Plan Comprehensive Ammendments

Summer, 1992

ENVIRONMENTAL REVIEW
Emeryville General Plan Amendments
Summer, 1992

INTRODUCTION:

Any amendment to a general plan constitutes a "project" for the purposes of the California Environmental Quality Act (CEQA). If an initial study shows that any aspect of a general plan may cause a significant impact on the environment, an EIR must be prepared unless one has previously been prepared which evaluates the same impacts and which is determined to be adequate for the "project".

The nature of an EIR for a general plan is quite different than one prepared for a specific construction project. State law permits it to be far less detailed since its effects cannot be predicted with accuracy and it may deal with issues on a level of broad generalities. A general plan may function as its own EIR with no separate EIR if it addresses all points required to be in an EIR. The 1987 general plan was prepared in this fashion and with a Final EIR, was found to meet CEQA requirements.

The EIR for the general plan found that implementation of the plan would generate certain significant environmental impacts which could be mitigated to some degree but not eliminated entirely, as well as other significant effects that could be completely mitigated. The Emeryville City Council, in its 1987 certification of the EIR and approval of the general plan, concluded that any significant effects remaining after the imposition of all feasible mitigation measures would be justified due to overriding considerations of benefit to the city.

Once an EIR has been prepared, no additional EIR need be prepared for a project unless it is discovered that subsequent changes in the proposed project or the circumstances under which the project is to be undertaken will require important revisions of the previous

EIR due to the involvement of new significant environmental impacts not considered in the previous EIR. The EIR for the 1987 general plan contains data which, for the most part, is sufficiently current to suffice for a long-range general plan. CEQA Guidelines (Section 15164) provide for an Addendum to the EIR if only minor technical changes or additions are necessary to make the previous EIR adequate under CEQA.

The changes proposed to the 1987 plan consist largely of the removal of material from the plan document to an appendix. What remains are the meaningful parts of the plan -- its goals, policies and actions -- without its supporting data. There are other changes, however, to the substance of the plan. They deal largely with land use and circulation. Land use changes involve the redesignation of a number of areas with a significant increase in mixed use land area. Circulation changes involve the shifting of one arterial (Yerba Buena to 40th Street) and changing the classification of certain streets from arterial or local to collector. None of the changes would have impacts that were not considered in the 1987 EIR.

The City of Emeryville completed an Initial Study (including an environmental checklist and a discussion of the environmental evaluation) concerning the proposed comprehensive amendments to the Emeryville General Plan. On the basis of the Initial Study, the City has determined that the environmental impacts of the proposed Plan amendments are substantially the same as those described in the EIR for the 1987 general plan. The Initial Study confirms that implementation of the proposed Plan amendments will not generate any new or more severe significant environmental impacts than discussed in the 1987 EIR. Therefore, CEQA specifies that no subsequent EIR should be prepared. In accordance with CEQA, an Addendum to the 1987 general plan EIR has been prepared to make technical changes and additions to the existing EIR so that the EIR is adequate as applied to the Plan amendments. Accordingly, the environmental documentation supporting the proposed comprehensive

amendments to the Emeryville General Plan consist of (1) the Initial study checklist and evaluation, (2) the EIR for the 1987 general plan, including the information in the Addendum to that EIR, and (3) the proposed goals, policies and actions of the proposed amendment, which function as mitigation measures to the plan impacts, in substitute for the 1987 measures. It should be noted that the 1987 EIR consists of the 1987 general plan (which functioned as the draft EIR since it was prepared as a combination EIR and general plan) and the 1987 Final EIR for the Emeryville General Plan. For the convenience of the public and the decision-makers, a General Plan Appendix has been prepared and is available for review. The General Plan Appendix is essentially the 1987 general plan with its policy statements deleted, leaving primarily the environmental data that functioned as the draft EIR for the 1987 general plan.

APPLICATION No. _____

ENVIRONMENTAL CHECKLIST FORM
(To be completed by Lead Agency)

I. BACKGROUND

1. Name, Address and Phone Number of Proponent: City of Emeryville

2. Agency Requiring Checklist City of Emeryville
3. Name of Proposal, if applicable ~~Emeryville General Plan Revisions~~

II. ENVIRONMENTAL IMPACTS

(Explanation of all answers is required. Attach additional sheets if necessary).

	YES	MAYBE	NO	SOURCE
1. EARTH. Will the proposal result in:				
a. Unstable earth conditions or in changes in geologic substructures?	—	—	<u>X</u>	See III. Discussion
b. Disruptions, displacements, compaction or overcovering of the soil?	—	—	<u>X</u>	"
c. Change in topography or ground surface relief features?	—	—	<u>X</u>	"
d. The destruction, covering or modification of any unique geologic or physical features?	—	—	<u>X</u>	"
e. Any increase in wind or water erosion of soils, either on or off the site?	—	—	<u>X</u>	"
f. Changes in deposition or erosion of beach sands, or changes in siltation, deposition, or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake?	—	—	<u>X</u>	"

	YES	MAYBE	NO	SOURCE
g. Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards?	<u>X</u>	<u> </u>	<u> </u>	<u>See III Discussion</u>
2. AIR Will the proposal result in:				
a. Substantial air emissions or deterioration of ambient air quality?	<u> </u>	<u>X</u>	<u> </u>	<u>"</u>
b. The creation of objectionable odors?	<u> </u>	<u>X</u>	<u> </u>	<u>"</u>
c. Alteration of air movement, moisture or temperature, or any change in climate, either locally or regionally?	<u> </u>	<u>X</u>	<u> </u>	<u>"</u>
3. WATER Will the proposal result in:				
a. Changes in currents, or the course or direction of water movements, in either marine or fresh waters?	<u> </u>	<u> </u>	<u>X</u>	<u>"</u>
b. Changes in absorption rates, drainage patterns or the rate and amount of surface water runoff?	<u> </u>	<u>X</u>	<u> </u>	<u>"</u>
c. Alterations to the course or flow of flood waters?	<u> </u>	<u> </u>	<u>X</u>	<u>"</u>
d. Change in the amount of surface water in any water body?	<u> </u>	<u> </u>	<u>X</u>	<u>"</u>
e. Discharge into surface waters, or in any alteration of surface water quality, including but not limited to, temperature, dissolved oxygen or turbidity?	<u> </u>	<u>X</u>	<u> </u>	<u>"</u>
f. Alteration of the direction of rate of flow of ground waters?	<u> </u>	<u> </u>	<u>X</u>	<u>"</u>
g. Change in the quantity of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations?	<u> </u>	<u> </u>	<u>X</u>	<u>"</u>
h. Substantial reduction in the amount of water otherwise available for public water supplies?	<u> </u>	<u> </u>	<u>X</u>	<u>"</u>
i. Exposure of people or property to water related hazards such as flooding or tidal waves?	<u> </u>	<u>X</u>	<u> </u>	<u>"</u>

	YES	MAYBE	NO	SOURCE
4. PLANT LIFE. Will the proposal result in:				
a. Change in the diversity of species, or number of any species of plants (including trees, shrubs, grass, crops, and aquatic plants)?	—	<u>X</u>	—	See III. Discussion
b. Reduction of the numbers of any unique, rare or endangered species of plants?	—	—	<u>X</u>	"
c. Introduction of new species of plants in a barrier to the normal replenishment of existing species?	—	—	<u>X</u>	"
5. ANIMAL LIFE. Will the proposal result in:				
a. Change in the diversity of species, or numbers of any species of animals (birds, land animals including reptiles, fish and shellfish, benthic organisms or insects)?	—	—	<u>X</u>	"
b. Reduction of the numbers of any unique, rare or endangered species of animals?	—	—	<u>X</u>	"
c. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals?	—	—	<u>X</u>	"
d. Deterioration to existing fish or wildlife habitat?	—	—	<u>X</u>	"
6. NOISE. Will the proposal result in:				
a. Increases in existing noise levels?	—	<u>X</u>	—	"
b. Exposure of people to severe noise levels?	—	<u>X</u>	—	"
7. LIGHT AND GLARE. Will the proposal produce new light or glare?	—	<u>X</u>	—	"
8. LAND USE. Will the proposal result in a substantial alteration of the present or planned land use or an area?	<u>X</u>	—	—	"
9. NATURAL RESOURCES. Will the proposal result in?				
a. Increase in the rate of use of any natural resources?	—	—	<u>X</u>	"

	YES	MAYBE	NO	SOURCE
b. Substantial depletion of any natural resource?	—	—	<u>X</u>	See III Discussion
10. RISK OF UPSET. Will the proposal involve:				
a. A risk of an explosion or the release of hazardous substances (including, but not limited to, oil, pesticides, chemicals or radiation) in the event of an accident or upset conditions?	—	—	<u>X</u>	"
b. Possible interference with an emergency response plan or an emergency evacuation plan?	—	—	<u>X</u>	"
11. POPULATION. Will the proposal alter the location, distribution, density, or growth rate of the human population of an area?				
	<u>X</u>	—	—	"
12. HOUSING. Will the proposal affect existing housing, or create a demand for additional housing?				
	<u>X</u>	—	—	"
13. TRANSPORTATION/CIRCULATION. Will the proposal result in:				
a. Generation of substantial additional vehicular movement?	<u>X</u>	—	—	"
b. Effects on existing parking facilities, or demand for new parking?	<u>X</u>	—	—	"
c. Substantial impact upon existing transportation and traffic systems?	—	<u>X</u>	—	"
d. Alterations to present patterns of circulation or movement of people and/or goods?	—	<u>X</u>	—	"
e. Alterations to waterborne, rail or air traffic?	—	—	<u>X</u>	"
f. Increase in traffic hazards to motor vehicles, bicyclists or pedestrians?	—	<u>X</u>	—	"

	YES	MAYBE	NO	SOURCE
14. PUBLIC SERVICES. Will the proposal have an effect upon, or result in a need for new or altered governmental services in any of the following areas:				
a. Fire protection?	<u>X</u>	<u> </u>	<u>—</u>	See III Discussion
b. Police protection?	<u>X</u>	<u> </u>	<u>—</u>	<u> </u>
c. Schools?	<u>—</u>	<u>X</u>	<u>—</u>	<u> </u>
d. Parks or other recreational facilities?	<u>X</u>	<u> </u>	<u>—</u>	<u> </u>
e. Maintenance of public facilities, including roads?	<u>—</u>	<u>X</u>	<u>—</u>	<u> </u>
f. Other governmental services?	<u>—</u>	<u>X</u>	<u>—</u>	<u> </u>
15. ENERGY. Will the proposal result in:				
a. Use of substantial amounts of fuel or energy?	<u>—</u>	<u>X</u>	<u>—</u>	<u> </u>
b. Substantial increase in demand upon existing sources of energy or require the development of new sources of energy?	<u>—</u>	<u>X</u>	<u>—</u>	<u> </u>
16. UTILITIES. Will the proposal result in a need for new systems or substantial alterations to the following utilities:				
a. Power or natural gas?	<u>—</u>	<u>—</u>	<u>X</u>	<u> </u>
b. Communications systems?	<u>—</u>	<u>—</u>	<u>X</u>	<u> </u>
c. Water?	<u>—</u>	<u>—</u>	<u>X</u>	<u> </u>
d. Sewer or septic tanks?	<u>—</u>	<u>—</u>	<u>X</u>	<u> </u>
e. Storm water drainage?	<u>—</u>	<u>—</u>	<u>X</u>	<u> </u>
f. Solid waste and disposal?	<u>—</u>	<u>—</u>	<u>X</u>	<u> </u>
17. HUMAN HEALTH. Will the proposal result in:				
a. Creation of any health hazard or potential health hazard (excluding mental health)?	<u>—</u>	<u>X</u>	<u>—</u>	<u> </u>
b. Exposure of people to potential health hazards?	<u>—</u>	<u>X</u>	<u>—</u>	<u> </u>

	YES	MAYBE	NO	SOURCE
18. AESTHETICS. Will the proposal result in the obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of an aesthetically offensive site open to public view?	—	<u>X</u>	—	See III Discussion
19. RECREATION. Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities?	—	<u>X</u>	—	"
20. CULTURAL RESOURCES.				
a. Will the proposal result in the alteration of or the destruction of a prehistoric or historic archeological site?	—	<u>X</u>	—	"
b. Will the proposal result in adverse physical or aesthetic effects to a prehistoric, historic, or architecturally significant building, structure, or object?	—	<u>X</u>	—	"
c. Does the proposal have the potential to cause a physical change which would affect unique ethnic cultural values?	—	<u>X</u>	—	"
d. Will the proposal restrict existing religious or sacred uses within the potential impact area?	—	—	<u>X</u>	"
21. MANDATORY FINDINGS OF SIGNIFICANCE.				
a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?	—	<u>X</u>	—	"

YES MAYBE NO SOURCE

b. Does the project have the potential to achieve short-term to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future).

— — X See III Discussion

c. Does the project have impacts which are individually limited but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant).

X — — —

d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

— — X —

III DISCUSSION OF ENVIRONMENTAL EVALUATION (Attach Statement)

IV. DETERMINATION (To be completed by the lead agency)

On the basis of this initial evaluation:

— I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION WILL BE PREPARED.

— I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on an attached sheet have been added to the project. A NEGATIVE DECLARATION WILL BE PREPARED.

X I find the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

An EIR has been prepared. See Introduction.

(Signature) _____
(Title)

(Printed Name) _____
(Date)

Environmental Checklist

III. DISCUSSION OF ENVIRONMENTAL EVALUATION

1. Earth

Emeryville lies close to several known earth faults and would experience heavy to violent ground shaking in a major earthquake, but the soils and topography of Emeryville suggest that potential hazards of liquefaction, subsistence, landslides and settlement would not have a high potential for occurrence. In addition, mitigation measures would further reduce the less than significant impacts of these hazards, as well as the potentially significant impact of exposure of people or property to geologic hazards. Mitigation measures dealing with such problems are contained in General Plan sections on Geotechnical Hazards and Emergency Preparedness. See Final EIR pg I-30 and General Plan Appendix pg V-2 ff. for fuller discussion.

2. Air

While air quality in Emeryville is generally good, due to clean air blowing off the ocean and San Francisco Bay, it is currently a significant regional problem, caused mostly by human activities such as motor vehicle use and industrial

emissions. Both Federal and State laws have been enacted to deal with this problem. Air quality standards for key pollutants have been established, and means for achieving these standards are part of a continuing planning and effectuation process undertaken by the responsible public agencies. Emeryville's projected growth has been incorporated into the regional strategies adopted to attain air quality goals. The 1987 EIR evaluated the impact of increased air pollutant emissions that would result from the buildout proposed by the plan and set forth a variety of measures, mostly focussed on reducing automobile usage, to mitigate these impacts. It did not find that air quality degradation would constitute a significant impact of the plan. More recent data on air quality has been included in the Bay/Shellmound Street Project Air Quality Study (July, 1992). The new data do not raise important new issues that would warrant any change in the initial EIR. Indeed, they indicate that air pollutants produced by motor vehicles (the principle source of local pollution) will insignificantly increase by 1995 and will actually decrease by the year 2010. The general plan has a 20-year time horizon. See General Plan sections on Land Use, Circulation and Air Quality. See also Final EIR pps. I-32,33 and General Plan Appendix pg. IV-15 ff. and the Air Quality Study for Bay/Shellmound Street Project Volume I. Because projected growth in Emeryville that would occur with implementation of the revised General Plan has been factored into regional planning designed to improve air quality (e.g. Clean Air Plan developed by Bay Area Air Quality Management District) and development in Emeryville will comply with federal, state and regional air quality programs, long term buildout under the General Plan will not generate significant impacts.

3. Water

Emeryville's water resources consist of San Francisco Bay, Temescal Creek and ground water. Stormwater runoff is the major source of contaminants to these water resources and industrial uses produce the greatest amount of such contaminants. The Plan calls for the replacement, over time, of much of the industrial area by commercial and residential uses, thus lessening the less than significant impact of these hazards. While no specific mitigation measures are proposed to lessen stormwater impacts, the overall impacts resulting from the transition from industrial to residential and commercial would be beneficial. The city does not lie within a 1000-year flood plain but could experience flooding by a tsunami or the failure of the Lake Temescal Dam. See General Plan sections of Water Resources, Biological Resources, Flood Hazards and Hazardous Materials. See also Final EIR pps I-33,34 and General Plan Appendix pg IV-2 ff. and V-14-16.

4. Plant Life

There are no known rare or endangered plants in Emeryville. The Emeryville Crescent, however, is a regionally important salt marsh whose vegetation (supportive of wildlife, some of which is rare or endangered) is disrupted by human activity. The Plan proposes regeneration of native vegetation in the Emeryville Crescent and the development of a landscape plan for the entire city which would emphasize drought-resistant plant materials. See General Plan section on Biological Resources and Land Use subsection Landscape. See also Final EIR pg I-34 and General Plan Appendix pps IV-6 ff.

5. Animal Life

There are several species of rare or endangered animals which visit or inhabit the Emeryville Crescent. The Plan contains proposals to restrict human access to this area to protect the habitat, promote educational use of the area and restrict any Bay fill projects. See General Plan section on Biological Resources, Final EIR pg I-34 and General Plan Appendix pps IV-6 ff.

6. Noise

The greatest sources of noise in Emeryville will continue to be vehicular operation on the streets and freeways as well as railroad usage. Industrial uses and aircraft flyovers cause noise but are not prevalent or pervasive. The only uses potentially exposed to unacceptable noise levels would be residential or hotel uses in the Bayfront and commercial uses along I-80. The Plan sets forth mitigation measures to control noise impacts, including standards and calls for noise legislation. Adoption and implementation of these measures would reduce the noise potential to a level of non-significance. See General Plan section on Noise; Final EIR pg I-3 and appendix G, and General Plan Appendix pg V-17 ff.

7. Light and Glare

Most of Emeryville is presently developed and incremental replacement development will be of a compatible scale and character. Large scale redevelopment areas are likely to have extensive night-lighted parking areas. Plan goals and policies are directed toward assuring the compatible co-existence of all land uses. Any individual future project which might create unacceptable light and glare would be incompatible. See General Plan Citywide Goals and section on Land Use. The plan also calls for design standards to be imposed on such parking facilities (Parking Policy #1) which should assure the impacts of new lighting be held to a level of non-significance.

8. Land Use

The overall land use pattern for the majority of Emeryville will remain unchanged from its present pattern under the Plan, but some 30 % of Emeryville's land area is subject to new development. The EIR for the general plan has concluded that the environmental impacts of alterations in the land use pattern and higher density development may be mitigated but not eliminated. While the land use pattern proposed in this revision differs in some respects with the present plan, the impacts would not differ significantly because the overall intensity of development remains within the same range so that the assessment of impact remains valid. See EIR Addendum for further discussion, General Plan Appendix pps. III-31 ff. and Final EIR pps. I-17 ff. The General Plan sets forth mitigation measures (objectives, policies and implementation actions) in its sections on Land Use, Community Design and Noise, which would reduce the impact of changes, other than traffic impacts. Traffic impacts are discussed under 13.

9. Natural Resources

The Plan does not anticipate any increase in the rate of use or depletion of any natural resources, thereby engendering no adverse impacts. See Plan sections on Environmental Resources.

10 Risk of Upset

The concern here is with an explosion or release of hazardous substances, or the possible interference with an emergency response or evacuation plan. The Plan discusses such matters in its Public Health and Safety sections on Hazardous Materials and Emergency Preparedness. It calls for the cleanup of hazardous materials and the continued maintenance of an emergency response plan, shelters and evacuation routes. Provided that users of potentially hazardous substances obey all applicable laws and good management practices, impacts will be insignificant. See also Final EIR pps I-35, 36 and General Plan Appendix pg V-24 ff. and V-29 ff.

11.,12. Population and Housing

The General Plan anticipates significant increases in local employment, posing a substantial housing/jobs imbalance beyond that which exists at present, and creating a demand for additional housing. Because of historical regional land use patterns, much of the resulting housing demand will be met outside of Emeryville. Nonetheless, the plan contains policies to increase the housing supply in previously non-residential areas of Emeryville, as well as to conserve existing housing. It contains policies and programs aimed at providing safe, decent and affordable housing in Emeryville to an extent which would reduce the environmental impacts to a level of non-significance. See Emeryville Housing Element, January, 1992, and Final EIR pps I-6 ff.

13. Transportation/Circulation

The Plan anticipates significant increases in both daytime and nighttime population which, in turn, would generate additional traffic and increase parking demand. Such traffic could create significant congestion, increasing potential hazards to vehicles, bicyclists and pedestrians. The EIR has concluded that the significant environmental impacts of the increased traffic may be mitigated but not eliminated. The Plan contains a number of mitigation measures. See General Plan circulation section, General Plan Appendix Circulation and Traffic Analysis, Final EIR pps I-22 ff. and EIR Addendum. The traffic analysis assumes no change in existing modal patterns, in effect, providing a worst case scenario. However, the Plan contains a number of policies aimed at reducing auto usage (e.g. mixed land use, live/work, ATSM, bike/pedways). The plan will have no impact on waterborne, air or rail traffic because the increased demand generated by new development in Emeryville would constitute an insignificant increase in these transportation modes.

14.,15.,16. Public Services, Energy and Utilities

The concerns here relate to demands placed on public services, utilities and energy resources as a result of future development. The EIR has concluded that this demand constitutes a significant environmental impact which may be mitigated but not eliminated. Increased police and fire personnel will be needed and more open space will be required. The Plan calls for a number of improvements to deal with these issues. Fire protection will be upgraded with a new station in the vicinity of 53rd and Hollis; a new civic center will be developed for most administrative, governmental and cultural requirements of the city; child care and senior citizen services will be continued; need for school expansion (while not anticipated) will be monitored; recreational facilities will be expanded; and a program will be developed to monitor and upgrade water, storm drain and sewer lines. Energy consumption will increase with development but a variety of Plan policies would mitigate the impacts, including use of alternative energy sources and conservation. These measures are intended to reduce the impact of new development. Other utilities would not be significantly impacted. The Plan calls for developer exactions in the form of land dedication, fees for public improvements to implement its open space proposals. For further discussion, see General Plan section on Public Facilities and Services as well as related policies in the Environmental Resources and Public Health and Safety chapters. See also Final EIR pgs 25,26, pps I-33,34, and General Plan Appendix pgs III-22 ff., IV-17 ff. and appendix D.

17. Human Health

A major concern here is whether the Plan may cause the creation of a human health hazard or involve the use, production or disposal of materials which pose a hazard in the area. Hazardous materials were used in much of Emeryville's industrial past, which will require extensive cleanup at considerable cost at certain sites. New industries, such as the bio-tech group,

may also employ materials which, if mishandled, could also become hazardous. However, if appropriate mitigation measures are undertaken, the environmental impacts would be reduced to a level of non significance. While regulatory and enforcement mechanisms are administered kby the State and County, the Plan calls for City cooperation with these agencies. These issues are addressed in the General Plan section on Hazardous Materials and more extensively in the General Plan Appendix pg V-24 ff. See also Final EIR pps I-35,36.

18. Aesthetics

Overall, the Plan is intended to improve the city's appearance and rid the city of offensive sites open to public view. Present large vacant open areas would be replaced with development conforming to setback, landscaping and building design and other policies. See General Plan Community Design section, Final EIR pps I-26 ff., EIR Addendum and General Plan Appendix III-40ff. The Plan seeks to minimize the visual impacts of more intensive development proposed for the Peninsula and along the I-80/I-580 freeways. The EIR has concluded that while the significant impacts of new high rise development may be reduced, they cannot be eliminated. It mitigates the possibilities for adverse aesthetic effects by requiring that building scale and orientation vary to protect views and for buildings to be visually harmonious with existing development scale.

19. Recreation

Existing recreational facilities are inadequate to meet the needs of the city's future population. Thus the Plan proposes development of two new parks scattered through the city as well as the development of pedestrian-oriented corridors and open spaces to meet these needs. See General Plan sections on Land Use, Community Design and Public Facilities and Services, Final EIR pg I-26, General Plan Appendix pgs III-40 ff. and pgs III-22 ff.

20. Cultural Resources

As the former homesite of the Costanoan Indians, there are possible remnants of their occupation. While shellmounds near Temescal Creek have been largely destroyed, other remnants may be unearthed by development. Mitigation measures, such as requiring archeological monitoring and inventorying of likely sites, are contained in the Plan. These measures would reduce the effects to a level of insignificance. See General Plan Cultural and Historic Resources section, Final EIR pg I-35 and General Plan Appendix pps IV-20 ff.

21. Mandatory Findings of Significance

a. The Emeryville General Plan is designed to control and direct growth within the city, which would otherwise occur without a plan, in a manner that is most beneficial to Emeryville's citizenry. Nonetheless, any increase in development will bring with it more people, more traffic, and more goods and materials. Cumulatively, they have the potential to degrade the quality of the environment. However, none of the plan proposals would have negative impacts on fish, wildlife, plants or historical matters.

b. The Plan is placed in a fifteen year growth framework with a focus on long term impacts. It does not seek to satisfy short term goals. While short term impacts resulting from individual unidentified development projects consistent with the plan are likely to occur, they are too speculative to warrant discussion. Any such impacts, however, would be for the purpose of accomplishing long-range goals.

c. Since the plan is a long range citywide guide, its impacts are the cumulative effects of all projects that will occur during this period. Cumulatively significant impacts are expected and are discussed elsewhere (see, for example, land use and circulation).

d. The EIR which has been prepared has identified the significant

environmental impacts of the plan and contains a variety of mitigation measures to reduce those impacts so that, while some remain significant, they would not have substantial adverse impacts on human beings.

rev. 7/6//92

ADDENDUM

Emeryville General Plan E.I.R.

Initial study of the amendments proposed for the Emeryville General Plan indicate there are no new significant impacts not considered in the previously prepared EIR. Under these circumstances, the existing EIR may be used. Provision has been made, however, in the CEQA Guidelines for the preparation of an Addendum to deal with minor technical changes or additions which do not raise important new issues about the significant effects on the environment.

The proposed amendments to the 1987 plan involve some changes not considered by the existing EIR. While the changes do not result in new significant impacts, they warrant further discussion, nonetheless.

CIRCULATION

The circulation impacts reviewed in the EIR included only one major street construction project - a Bay/Shellmound/Yerba Buena arterial street. This proposal is retained in the proposed amendments but with a shifting of the Yerba Buena segment to 40th Street. This realignment of a transportation corridor, in itself, will result in no increase in traffic and will eliminate the need for a connection from Yerba Buena to 40th Street called for in the 1987 Plan.

The proposed changes also call for a Landregan/ Overland/Horton Street connection. Such a connection would facilitate intra-city movement and could alleviate congestion at the critical Powell/Hollis intersection.

The bicycle and pedestrianway system is proposed to be simplified, with the deletion of certain designated corridors. Since the plan assumes these corridors to be within the street right-of-way for the most part, their deletion will have no environmental impact.

LAND USE

The revisions to the general plan include a number of changes in the land use map. The south Bayfront area is shown as commercial rather than the present combination of mixed use, residential and office. The north Bayfront area substitutes mixed use for the present office designations. Designations for the area east of the railroad corridor and north of Powell Street remains unchanged, but south of Powell Street there are several changes. Mixed use replaces industrial (with regional retail as an option) south of Park Avenue and replaces commercial and residential north of Park.

These changes could have new significant impacts if it could be shown that they might result in significant increases in traffic. It is not possible to project the future impact of these changes with any degree of accuracy due to the great range of uses allowed and development intensities possible. For example, in an area designated commercial, a development might consist of a complex of high density office buildings with multi-level parking or a single story regional retail complex with extensive open parking. Based upon the assumptions employed in the present EIR for employee densities (Appendix C, Table 1) there do not appear to be significant differences between commercial and industrial uses, although there is a considerable range in each category (300 sq. ft. to 700 sq. ft. per commercial employee and 300 sq. ft. to 1300 sq. ft. per employee for industry). Therefore, while commercial space increases under the proposal at the expense of office and mixed use in one section, and mixed use increases at the expense of office, commercial, residential and industrial in other sections, the net impact would not appear to result in traffic or air emission increases which could be labelled as environmentally significant.

Other policies of the plan come in to play here as well. Land Use Policy 3, for example, states in part that the City intends monitor development impact and that development proposals which

would overload circulation, water supply, waste water disposal, fire, police or school systems shall not be approved.

AESTHETICS

The issue of high rise buildings is dealt with in the Community Design section of the 1987 plan as well as the proposed amendments. Both documents call for retaining the low to midrise form of buildings in all parts of the city with a few exceptions. Present policy would allow high rise buildings on the Peninsula and portions of the north Bayfront area. The amendments would also allow high rise on the Peninsula but also "along the I-580/I-80 freeway or as part of an integrated large scale development plan". This could result in a greater number of high rise buildings over a more extensive area. This in turn could have an environmental impact due to the resulting blockage of views from various vantage points.

However, the EIR has already determined that the impacts of high rise construction may be mitigated but not eliminated. The plan contains mitigation measures. The City Council has concluded that there are overriding considerations which warrant retention of its high rise policies. Despite the possibility of increased impact resulting from possible additional high rise buildings (each of which would be required to have an EIR which would deal with their specific visual impacts), it does not appear that the policy statement modification itself would require an important revision to the EIR.

7/7/92

MEMORANDUM

DATE: September 6, 1994

TO: City of Emeryville City Council

FROM: Michael G. Biddle, City Attorney *WGB*

SUBJECT: Resolution of the City of Emeryville City Council Approving Corrections and Clarifications to the Emeryville General Plan as Adopted in 1993

Background

After having worked with the current General Plan that was revised in 1993 (hereinafter referred to as the "1993 General Plan") for over a year and having dealt with questions from members of the public regarding the 1993 General Plan, I recommend that we process an amendment that will help clarify some of the questions posed. Additionally, the amendment will make appropriate text revisions that were previously authorized by Resolution No. 93-26. These corrections and clarifications were presented to the General Plan/Zoning Ordinance Review Committee back in March and April of 1994. The Committee recommended that the corrections and clarifications be made and presented to the Planning Commission and City Council for formal action. On August 25, 1994, the clarifications were considered by the Emeryville Planning Commission after holding a public hearing. The Planning Commission recommended approval of the clarifications.

Discussion of Corrections/Clarifications

1. One word in the introduction to the 1993 General Plan should be revised to clarify the relationship between the 1993 General Plan and the General Plan as it existed before the 1993 revisions (hereinafter referred to as the "1987 General Plan"). The introduction should clearly state that the 1987 General Plan, which contains the data, analysis and projections which continue to form the basis for the 1993 General Plan, is indeed part of the 1993 General Plan, and that the 1993 General Plan was not intended to replace the 1987 General Plan but merely to reorganize it so that it is more readable.

The third sentence in the fourth paragraph of the Introduction should be revised as follows: (new language underlined; language to be deleted in brackets)

"It reorganizes [replaces] a 1987 plan whose primary flaw was that it contained an overabundance of information and detail which made it difficult to use."

2. The land use map (page 35) and circulation element map (page 36) have been redone so that they are clear and readable; in particular, these maps show all of the City streets.

3. At the time the 1993 General Plan was adopted, you will recall that the City was threatened with a lawsuit. The result of that suit was that certain land use designations, height limitations and building intensity standards that were proposed to be changed were generally retained as shown in the 1987 General Plan. In order to settle the lawsuit, the City Council approved revisions to the Land Use Map, reinserted the Building Intensity Map, added Land Use Policy No. 3 on page 21, and revised Community Design Objective C on page 24. However, necessary and appropriate text amendments that were authorized by Resolution No. 93-26 were overlooked. Consequently, the following revisions should be made:

- a. Second paragraph of Land Use Policy No. 9 on page 22 needs to be deleted:

"Building intensity for commercial uses shall be controlled by standards established in the zoning regulations. Controls may consist of building height limitations, setback and onsite parking requirements, and any other means such as floor area ratios (FAR: the square footage of a building as a percentage of the square footage of the lot)."

- b. Second Paragraph of Land Use Policy No. 10 on page 22 and 23 needs to be deleted:

"Building intensity for new industrial structures shall be controlled by standards established in the zoning regulations".

- c. Add language to Land Use Policy No. 3 on page 21 as follows (shown underlined):

"New development shall be at an intensity that, in general, does not exceed the intensities (expressed as floor area ratios) set forth in the Building Intensity diagram (see Figure 7). Zoning regulations may impose further controls such as building height limitations, set back and onsite parking requirements."

CEQA ANALYSIS:

The California Environmental Quality Act is meant to apply to projects which have the potential for causing a significant effect on the environment. What is before the City Council tonight is a resolution that will only clarify what has already been adopted. One, we will clarify the intent behind the 1993 General Plan Amendment which was to reorganize the 1987 General Plan, not to replace it. Two, we will adopt the land use map and circulation element map in their same form except the maps will show the other City streets. Third, we will delete erroneous language and adopt clarifying language respecting the Building Intensities and other controls to development

General Plan Correction/Clarification
Planning Commission
August 25, 1994

which was authorized by City Council Resolution No. 93-26.

RECOMMENDATION:

After presentation of the staff report, the City Council should open the public hearing on the matter. After hearing any public comment, staff recommends that the City Council close the public hearing and approve the Resolution.

RESOLUTION NO. 94- 158

RESOLUTION OF THE CITY OF EMERYVILLE CITY COUNCIL APPROVING CORRECTIONS AND CLARIFICATIONS TO THE EMERYVILLE GENERAL PLAN AS ADOPTED IN 1993; ENVIRONMENTAL STATUS: EXEMPT FROM THE REQUIREMENTS OF CEQA PURSUANT TO SECTION 15061 (b)(3) OF THE STATE CEQA GUIDELINES

WHEREAS, in 1990, the Emeryville City Council, responding to a request from the Planning Commission, appointed a committee consisting of Council members, Planning Commission members and citizens to review the Emeryville General Plan, adopted in 1987, and to report back with recommendations for needed changes; and

WHEREAS, the General Plan Review Committee, in response to the charge, prepared revisions to said plan and transmitted those changes, henceforth referred to as the 1993 General Plan, to the Planning Commission in accordance with the wishes of the Council; and

WHEREAS, the General Plan Review Committee and the Planning Commission provided opportunities for the involvement of citizens, public agencies, public utility companies, and civic, educational, and other community groups, through public announcements and public hearings; and

WHEREAS, the Planning Commission reviewed and approved the environmental documents for the 1993 General Plan consisting of the Final Environmental Impact Report prepared in conjunction with the 1987 General Plan, an Initial Study and an Addendum prepared for the 1993 General Plan; and

WHEREAS, the environmental documentation was prepared, publicized, circulated, and reviewed in accordance with the requirements of the California Environmental Quality Act (Cal. Pub. Res. Code, Section 21000 et seq. "CEQA"), the State CEQA Guidelines (Cal. Code of Regs. Title 14, 15000 et seq.) and the City of Emeryville Environmental Review Guidelines; and

WHEREAS, the Planning Commission considered all hearing testimony and written communications, as well as all the environmental documents and recommendations; and

WHEREAS, the Planning Commission, by a 7-0 vote forwarded the proposed 1993 General Plan to the Emeryville City Council with a recommendation for adoption; and

WHEREAS, the Emeryville City Council provided an additional opportunity for public input by conducting a public hearing on December 15, 1992; and

WHEREAS, the Emeryville City Council independently reviewed and considered the environmental documents consisting of the Initial Study, 1987 General Plan EIR and Addendum supporting the 1993 General Plan; and

WHEREAS, on January 5, 1993, the City Council passed Resolution No. 93-8 approving the 1993 General Plan in the form as recommended by the Planning Commission; and

WHEREAS, objections were subsequently raised by Concerned Citizens for Good Growth (CCGG) concerning certain of the amendments which would: 1) permit an increase in building height along I-880 and I-580, 2) change the building intensities as shown in the 1987 General Plan and 3) change the designated uses of various parcels of land within the City; and

WHEREAS, the City Council reconsidered certain of the amendments in light of CCGG's comments and agreed to eliminate them from the 1993 General Plan; and

WHEREAS, on March 2, 1993, the Council adopted Resolution No. 93-26 which (i) rescinded Resolution No. 93-8; (ii) certified that the environmental documentation for the 1993 Emeryville General Plan was prepared and approved in compliance with CEQA; and (iii) approved and adopted the 1993 General Plan as recommended by the Planning Commission with the following changes:

- A) The height limitations as described in the 1987 General Plan were restored and the text of the 1993 General Plan was to be amended appropriately;
- B) The floor area ratios shown in Figure 111-15 (Building Intensity) in the 1987 General Plan were to be retained and the text of the 1993 General Plan was to be amended accordingly; and
- C) The land use designations for the parcels commonly known as the AC Transit facility (R-M), the Del Monte property (R-M), the Pepsi Cola property (R-M), the west side of Hollis Street from 203' south of 53rd Street to the City limits (I), and the Catellus property (I), were to be retained as shown in the 1987 General Plan as indicated above; and

WHEREAS, since adoption of the 1993 Emeryville General Plan City staff have received comments from citizens and identified text amendments that should have been done as a result of adoption of Resolution No. 93-26 that have been overlooked which has necessitates the processing of certain corrections and clarifications to the 1993 General Plan; and

WHEREAS, said corrections and clarifications were presented to the General Plan/Zoning Ordinance Review Committee in March and April 1994, which corrections and clarifications were recommended for approval and to be presented to the Planning Commission and City Council for formal action; and

WHEREAS, on August 25, 1994, after holding a public hearing on the proposed corrections and clarifications, it was the independent judgement of the City of Emeryville Planning Commission that it can be seen with certainty that there is no possibility that the activity in question will have a significant effect on the environment and therefore recommended to the Emeryville City Council that it can be seen with certainty that there is no possibility that the activity in question will have a significant effect on the environment and therefore recommended to the Emeryville City Council that it find the activity in question to be exempt from the requirements of CEQA pursuant to Section 15061(b)(3) of the State CEQA Guidelines; and

WHEREAS, the City of Emeryville Planning Commission recommended to the Emeryville City Council approval of the corrections and clarifications to the Introduction to the General Plan (page 1), Land Use Policy No. 3 (page 21), Land Use Policy No. 9 (page 22), Land Use Policy No. 10 (page 22 and 23), Land Use Plan Map (page 35), and Circulation Plan Map (page 36), as such corrections and clarifications are shown and depicted in Exhibit A attached hereto and incorporated herein by this reference; now, therefore, be it

RESOLVED, that after holding a public hearing on the proposed corrections and clarifications, it is the independent judgement of the City of Emeryville City Council that it can be seen with certainty that there is no possibility that the activity in question will have a significant effect on the environment and therefore, hereby finds that the activity in question is exempt from the requirements of the California Environmental Quality Act ("CEQA") pursuant to Section 15061 (b)(3) of the State CEQA Guidelines and thus directs the City Clerk to file a Notice of Exemption with Office of the Alameda County Clerk; and, be it

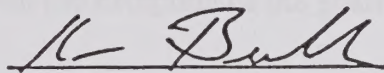
FURTHER RESOLVED, that the City of Emeryville City Council hereby approves of the corrections and clarifications to the Introduction to the General Plan (page 1), Land Use Policy No. 3 (page 21), Land Use Policy No. 9 (page 22), Land Use Policy No. 10 (page 22 and 23), Land Use Plan Map (page 35) and Circulation Plan Map (page 36), as such corrections and clarifications are shown and depicted in Exhibit "A" attached hereto and incorporated herein by this reference.

APPROVED by the Emeryville City Council at a regular meeting held on Tuesday, September 6, 1994 by the following vote:

AYES: (3) Mayor Bukowski, Vice Mayor Davis, Councilmember Savage

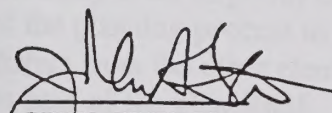
NOES: (1) Councilmember Harper ABSTAINED: None

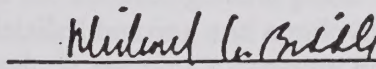
EXCUSED: (1) Councilmember Kassis ABSENT: None


MAYOR

ATTEST

APPROVED AS TO FORM:


CITY CLERK


CITY ATTORNEY

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INTRODUCTION

The Emeryville General Plan consists of a series of policy statements (in text and map form) regarding the future of the city. It focuses on issues which may be affected, to varying degrees, by actions of the city government.

As its name implies, it is not a specific blueprint of what the city should be. Rather, it attempts to establish a generalized framework to guide city change, looking some 15 years into the future.

While functioning as a guide to development, it is not, in itself, a regulatory device. It is used, however, as the basis for laws which do control development within the city. (State law, in fact, requires that development regulations be based on and be consistent with the plan.)

The document itself is deliberately concise. It is intended to be used as a handy working tool for city officials and as an easy and accessible reference source for the development community and citizens as well. It replaces reorganizes a 1987 plan whose primary flaw was that it contained an overabundance of information and detail which made it difficult to use. Because of this, a committee of public officials and citizens was formed in July of 1990 to review and amend the document. A public hearing was held in April, 1991 to discuss the review process and solicit community involvement. This plan is the product of that effort. While there are some differences in its policies, it can be viewed primarily as an updated policy summary of the 1987 plan.

The 1987 plan contains the data, analysis and projections which continue to form the basis of the present plan. Equally important, it was written to function as its own environmental document (in conjunction with a final EIR) to satisfy State CEQA requirements. Its environmental review material remains applicable to the present plan. Finally, it remains a valuable background document for persons wishing to understand the genesis of existing policy. For this reason, all the relevant parts of that plan (with the exception of the goals and policies) are re-adopted as an appendix to the present plan.

State planning law dictates, to a large extent, what must be contained in a general plan. It sets forth seven mandatory elements which all cities must address (land use, circulation, housing, open space, conservation, noise and safety). While requiring a legitimate basis of data and analysis for its policy conclusions, the State General Plan guidelines permit the policy portion of the planning process to stand on its own as the adopted general plan. The housing element differs from the other elements in requiring detailed housing and employment data and analysis as part of the plan itself. Because of its length, it remains a separate document (although its goals, policies and programs are repeated here). This document, then (plus the housing element) meets all state requirements. The Table of Contents identifies where the required elements may be found within the plan format.

LAND USE

Objectives

- A. Create a major activity center in the Bay Area with new office, commercial and high-tech industries and new housing of all types replacing obsolete, incompatible and low-intensity prior uses.
- B. Create a living and working environment which protects and enhances existing development, while providing new amenities and facilities for an expanded work force and residential population.

Policies

General

- 1. Future land development in Emeryville shall be governed by the Land Use Plan (Figure 1) and the zoning ordinance. The plan map provides a generalized interpretation of the written policies and shows the location and extent of all predominant land uses and their relationships. The zoning ordinance provides specificity on a parcel by parcel basis.
- 2. New development projects shall be at an appropriate density based upon locational considerations, accessibility, and the prevailing character and density of the surrounding development.
- 3. New development shall be at an intensity that, in general, does not exceed the intensities (expressed as floor area ratios) set forth in the Building Intensity diagram (see Figure 7). Zoning regulations may impose further controls such as building height limitations, landscaping, set back and onsite parking requirements.
- 4. The City will monitor the impact of development on its public services. Land use and development proposals which would overload circulation, water supply, wastewater disposal, fire, police, or school systems shall not be approved in the absence of overriding considerations.
- 5. The City recognizes a potential flood hazard resulting from a tsunami (tidal wave) or from the failure of Lake Temescal dam (see Figure 4) and will review the areas subject to such flooding annually, as required by State law.

Residential

6. The bulk of residential development in Emeryville should be of medium density. High density development will be permitted only in selected locations where high density development already exists or can be accommodated in accordance with City policy. The plan defines medium density as consisting of no more than 45 dwelling units per gross acre and a high density as any development exceeding that. Assuming an average household size of 1.7 persons (the present citywide average), 45 dwelling units would house some 77 persons.
7. Infill residential development in established residential areas should respect the prevailing building type in the surrounding areas, so that new development is not incompatible with the area's existing scale and character.
8. The City shall review residential projects to ensure that the housing offers a quality living environment and is compatible with surrounding neighborhood character.

Commercial

9. The Land Use Plan establishes the general locations of commercial activities. These consist of office and general commercial activities ranging from small businesses serving local neighborhoods to regional retail and administrative offices. While both commercial activities will be located throughout the city except in residential districts, and the bulk of offices will be found in mixed-use districts, areas are established where they are to be the predominant use. Residential use, in addition to the primary commercial use of property, is strongly encouraged in these areas.

~~Building intensity for commercial uses shall be controlled by standards established in the zoning regulations. Controls may consist of building height limitations, setback and onsite parking requirements, and any other means such as floor area ratios (FAR: the square footage of a building as a percentage of the square footage of the lot). As a general rule, building intensity should not exceed a FAR of 2.0 (the equivalent of a four-story building covering half of its lot).~~

Industrial

10. Large portions of Emeryville remain industrial on the Land Use Plan. A variety of uses from heavy manufacturing to research and development and arts and crafts may function efficiently side by side. In certain locations, residential uses may also be acceptable. The City will take appropriate steps to assure that impacts and potential incompatibilities between such uses are minimized or eliminated.

~~Building intensity for new industrial structures shall be controlled by standards established in the zoning regulations.~~

Open Space

11. The Land Use Plan designates the location of open space within the city. Policies and implementation measures for open space are set forth as Recreation Policies under Public Facilities and Services.

Mixed Use

12. Much of the land susceptible to re-use or redevelopment in Emeryville should be developed in such fashion that a variety of compatible uses will be established on the same site. In the largest of such mixed use projects (in excess of 200,000 square feet) residential uses should be required where feasible.
13. The City encourages the integrated planning of large properties or groups of properties for mixed use development. The City may assist in land assembly, financing and planning of such projects.

Implementation

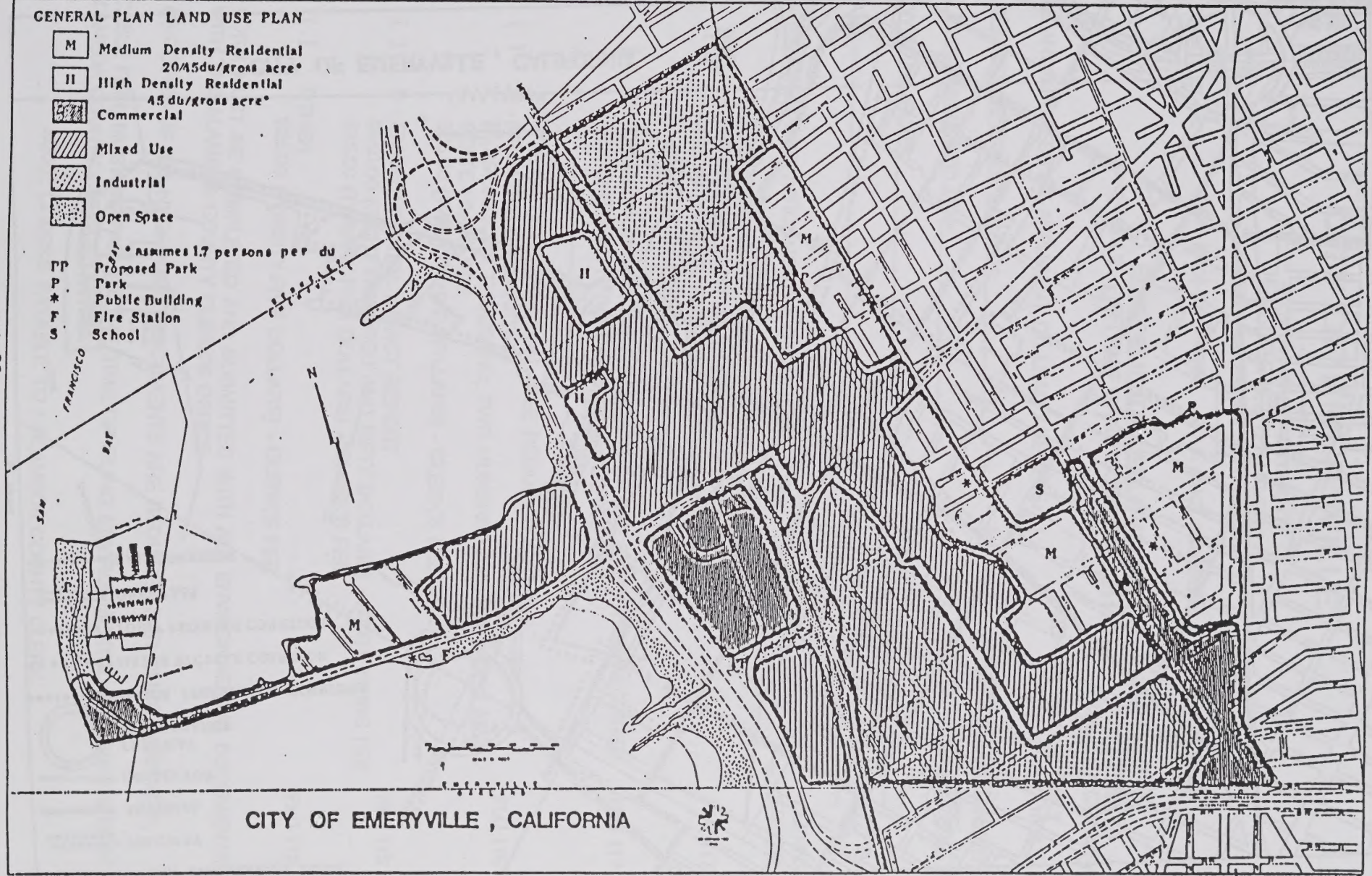
1. The Emeryville zoning ordinance will be revised and amended as necessary to reflect the policies set forth in the General Plan.
2. The City will exercise its redevelopment powers to implement the policies of the General Plan, including the acquisition of land for re-use, the funding of public improvement projects such as streets and parks and provision of financial assistance to developers and home owners.
3. The City will identify large properties or property groups with high development potential and, where feasible, participate in their development through redevelopment agency powers such as land assembly, planning and financing and selection of a master developer.

GENERAL PLAN LAND USE PLAN

- M Medium Density Residential
20/45du/gross acre*
- II High Density Residential
45 du/gross acre*
- Commercial
- Mixed Use
- Industrial
- Open Space

- PP * Assumes 1.7 persons per du
Proposed Park
- P Park
- * Public Building
- F Fire Station
- S School

CITY OF EMERYVILLE, CALIFORNIA



GENERAL PLAN CIRCULATION PLAN

FREEWAY

ARTERIAL

COLLECTOR

FREEWAY INTERCHANGE

MAJOR PEDESTRIAN CORRIDOR

MAJOR BICYCLE CORRIDOR

JOINT PED/BIKE CORRIDOR

OVERPASS

RAIL CORRIDOR

PAGE 36

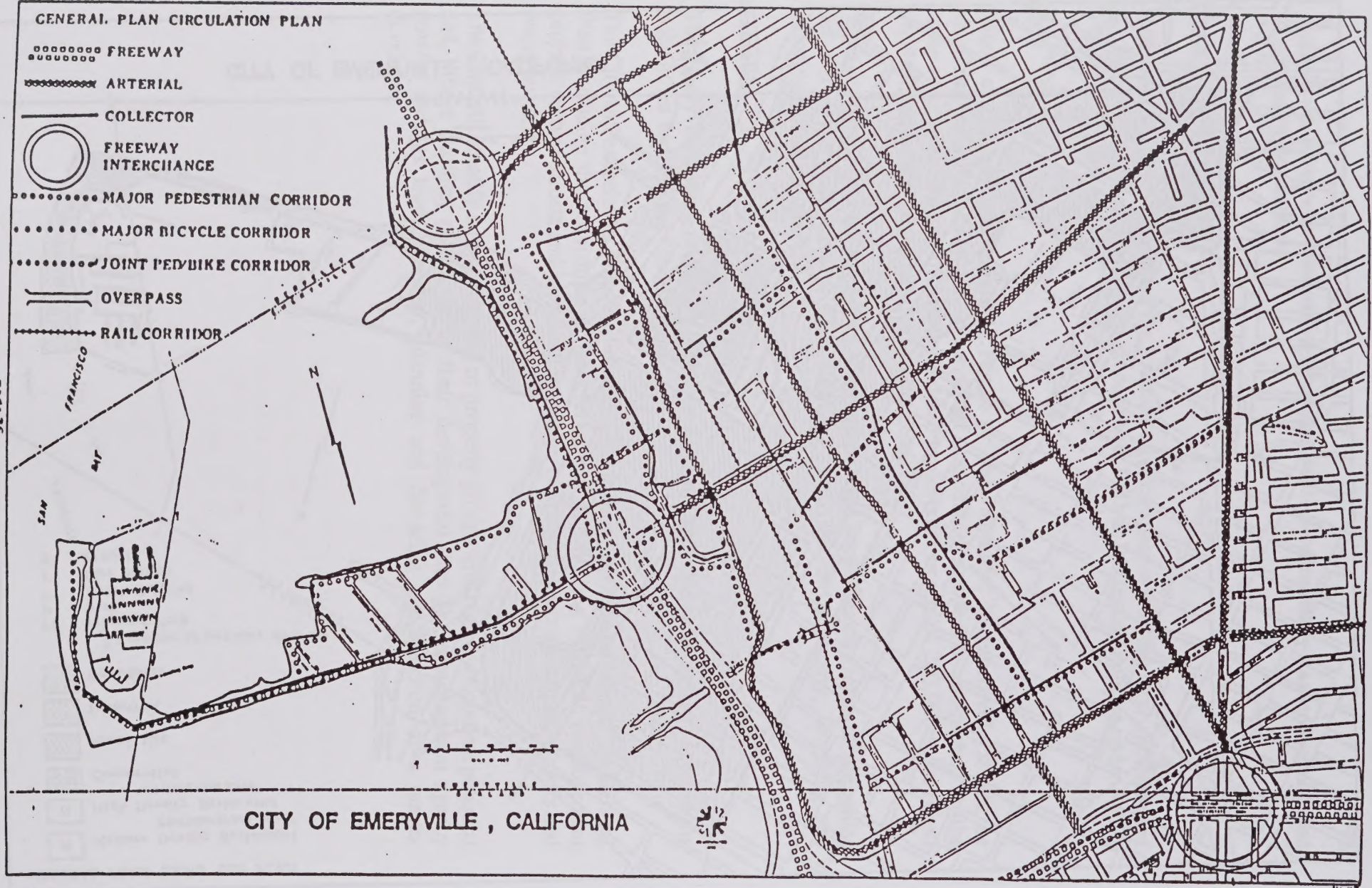
FRANCISCO

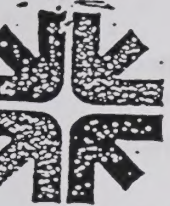
AT

SAN

CITY OF EMERYVILLE, CALIFORNIA

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CITY OF EMERYVILLE

INCORPORATED 1898

PLANNING DEPARTMENT
2200 POWELL 12TH FLOOR
EMERYVILLE, CALIFORNIA 94608

TEL: (510) 596-4360 FAX: (510) 658-8095

ENVIRONMENTAL DECLARATION (CALIF. FISH AND GAME CODE SEC. 711.4)

FILED
ALAMEDA COUNTY

NAME AND ADDRESS OF APPLICANT OR LEAD AGENCY: |

FOR COURT USE ONLY
SEP 7 1994

City of Emeryville Planning Division |

2200 Powell Street, 12th Floor |

Emeryville, CA 94608 |

PATRICK O'CONNELL, County Clerk
By *[Signature]* Deputy

FILING NO. 364-94

CLASSIFICATION OF ENVIRONMENTAL DOCUMENT:

CLERK'S
USE ONLY

1. ☒ NOTICE OF EXEMPTION/STATEMENT OF EXEMPTION
A - STATUTORILY OR CATEGORICALLY EXEMPT
\$25.00 (TWENTY-FIVE DOLLARS) - CLERK'S FEE
PLU 117
- ☐ B - DE MINIMUS IMPACT CERTIFICATE OF FEE EXEMPTION REQUIRED
\$25.00 (TWENTY-FIVE DOLLARS) - CLERK'S FEE
PLU 117
2. ☐ NOTICE OF DETERMINATION - FEE REQUIRED
A - NEGATIVE DECLARATION
\$1,250.00 (ONE THOUSAND, TWO HUNDRED AND FIFTY DOLLARS) -
STATE FILING FEE
\$25.00 (TWENTY-FIVE DOLLARS) - CLERK'S FEE
PLU 116
- ☐ B - ENVIRONMENTAL IMPACT REPORT
\$850.00 (EIGHT HUNDRED AND FIFTY DOLLARS) - STATE FILING FEE
\$25.00 (TWENTY-FIVE DOLLARS) - CLERK'S FEE
PLU 115
3. ☐ OTHER
\$25.00 (TWENTY-FIVE DOLLARS) - CLERK'S FEE
PLU 117

*THIS FORM MUST BE COMPLETED AND SUBMITTED WITH ALL ENVIRONMENTAL DOCUMENTS
FILED WITH THE ALAMEDA COUNTY CLERK'S OFFICE.

FOUR (4) COPIES OF ALL NECESSARY DOCUMENTS ARE REQUIRED FOR FILING PURPOSES.

APPLICABLE FEES MUST BE PAID AT THE TIME OF FILING ENVIRONMENTAL DOCUMENTS WITH
THE ALAMEDA COUNTY CLERK'S OFFICE.

MAKE CHECKS PAYABLE TO : ALAMEDA COUNTY CLERK

SEP 9 7 1994

NOTICE OF EXEMPTION

TO: _____ Office of Planning and Research
1400 Tenth Street
Sacramento, CA 95814

☒ County Clerk
County of Alameda

PATRICK O'CONNELL, County Clerk
FROM: City of Emeryville, Deputy
City Attorney
2200 Powell Street, 12th Floor
Emeryville, CA 94608

Project Title

APPROVING CORRECTIONS AND CLARIFICATIONS TO THE EMERYVILLE GENERAL PLAN
Project Location - Specific

City of Emeryville
Project Location - City

Project Location - County

Emeryville Alameda

Description of Nature, Purpose, and Beneficiaries of Project
Resolution of the City Council of the City of Emeryville Approving Corrections and
Clarifications to the General Plan as Adopted in 1993 (GPA 94-1). The beneficiaries
include the City of Emeryville and the public.

CLERK'S CERTIFICATE OF POSTING: Pub Res 21152
I certify that a copy of this document was posted
at the Courthouse, Oakland, CA., for the period
prescribed by law.

Name of Public Agency Approving Project
City of Emeryville City Council

Name of Person or Agency Carrying Out Project
City of Emeryville

Exempt Status: (Check One)

- ☐ Ministerial (Sec. 21080(b)(1); 15268);
☐ Declared Emergency (Sec. 21080(b)(3); 15269(a));
☐ Emergency Project (Sec. 21080(b)(4); 15269(b)(c)).
☒ Other; General Rule; Section 15061 (b)(3) State CEQA Guidelines.

Reasons why project is exempt:

Emeryville City Council found, in its independent judgement, that it can be seen with
certainty that there is no possibility that the corrections and clarifications approved will
have a significant effect on the environment and therefore found action in question to be
exempt from the requirements of CEQA pursuant to Section 15061 (b)(3) of the State CEQA Guidelines

Contact Person

Michael G. Biddle, City Attorney

Area Code/Telephone/Extension
(510) 596-4370

If filed by applicant:

1. Attach certified document of exemption finding.
2. Has a notice of exemption been filed by the public agency approving the
project? Yes _____ No _____

Date Received for Filing:

Michael G. Biddle
Signature

City Attorney
Title

Revised March 1986

Certificate of Fee Exemption

Department of Fish and Game de Minimis Impact Finding

To: County Clerk, County of Alameda
1225 Fallon, 1st Floor
Oakland, CA 94612

From: Emeryville Planning Department
2200 Powell Street, 12th Floor
Emeryville, CA 94608

Project: Approving corrections and clarifications to the Emeryville General Plan.

Project Location: City of Emeryville

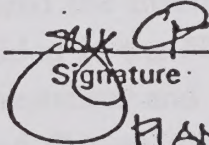
Project Description: Resolution of the City Council of the City of Emeryville approving corrections and clarifications to the General Plan as adopted in 1993 (GPA 94-1). The beneficiaries include the City of Emeryville and the public.

Findings of Exemption:

1. An initial study has been conducted by this lead agency, which has evaluated the potential for this project to cause an adverse effect – either individually or cumulatively – on wildlife resources. For this purpose, wildlife is defined as "all wild animals, birds, plants, fish, amphibians, and related ecological communities, including the habitat upon which the wildlife depends for its continued viability." (Section 711.2, Fish and Game Code)
2. There is no evidence that the proposed project would have any potential for adverse effect on wildlife resources.

Certification:

I hereby certify that the City of Emeryville, as lead agency, has made the above findings and that the proposed project will not individually or cumulatively have an adverse effect on wildlife resources, as defined in Section 711.2 of the Fish and Game Code.



Signature
PLANNING DIRECTOR

Title
SEPTEMBER 7, 1994

Date

RESOLUTION NO. 94-194

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF EMERYVILLE,
CALIFORNIA, ADOPTING AMENDMENTS TO THE CITY OF
EMERYVILLE GENERAL PLAN

THE CITY COUNCIL OF THE CITY OF EMERYVILLE DOES RESOLVE AS FOLLOWS:

Section 1: General Plan Recitals.

1. The City has complied with the requirements of the Local Planning Law (Government Code section 65300 et seq.), the current State of California General Plan Guidelines, and the City's applicable ordinances and resolutions with respect to approval of the proposed General Plan Amendments; and

2. The Planning Commission held a public hearing on November 3, 1994 and continued on November 10, 1994, on the proposed Kaiser Permanente Medical Center Project ("Project" or "Kaiser Project"), including the proposed general plan amendments; and

3. On November 10, 1994, the Planning Commission recommended approval of the proposed amendments as amended by the November 3, 1994, staff report to the Planning Commission. Planning Commission Resolution No. PUD93-1; and

4. The City Council and the Emeryville Redevelopment Agency held a duly noticed public hearing on the proposed Kaiser Project on November 21, 1994; and

5. During the hearing, the City Council received testimony from the Project sponsor, Project consultants, City staff members and City consultants, as well as members of the general public; and

6. The City Council has considered the information provided by those testifying, as well as the information provided in the Final Environmental Impact Report, staff reports and supporting documentation; and

7. Prior to adopting the proposed General Plan Amendments, the City Council has adopted Resolution No. 94-193 ("CEQA Resolution"), Making Findings Concerning Mitigation Measures, Adopting a Mitigation Monitoring and Reporting Program, Making Findings Concerning Alternatives and Adopting a

Statement of Overriding Considerations in Accordance With the California Environmental Quality Act For the Kaiser Project.

8. The Council finds that mitigation measures have been imposed on and incorporated in the Kaiser Project which avoid or substantially lessen environmental impacts, that certain mitigation measures are within the responsibility and jurisdiction of another public agency and such changes can and should be adopted by such other agency, that specific economic, social and other considerations make infeasible the project alternatives that would avoid or substantially lessen the environmental impacts and that social, economic and other benefits outweigh the environmental impacts that cannot be fully mitigated.

Section 2. General Plan Findings

1. The proposed General Plan Amendments are in the public interest of the people of Emeryville and the surrounding region as set forth in more detail in the Statement of Overriding Considerations, Exhibit D to Resolution No. ⁹⁴⁻¹⁹³_____.

2. As determined by the Department of Housing and Community Development, the City's Housing Element currently complies with state law and the proposed amendments to the Housing Element will not affect that compliance.

3. During the past four years, the City has aggressively tried to attract residential and mixed use development to the site and has worked with at least four different developers. Efforts to develop the site for residential use have been unsuccessful and the City Council, therefore, determines that the site should be developed for another use.

4. Development of the Kaiser Project on the site will provide funds that will enhance the City's ability to facilitate housing for all income levels and achieve the affordable housing goals of the housing element.

5. The addition of a Health Care Element is consistent with the Citywide goal to provide services and facilities for Emeryville's citizens and to protect public health and safety.

6. The proposed changes in the circulation element operating in concert with other streets designated in the circulation element, particularly the Bay-Shellmound Extension which is currently under construction, will allow for free movement of persons and goods to, from and within the City while avoiding an over-accommodation to vehicles at the expense of land use and pedestrian movement.

7. The changes in the circulation element will accommodate the land uses and densities proposed in the Kaiser Project and elsewhere on the land use element.

8. The amendments to the Land Use Element and Circulation Element will encourage a balanced land use pattern in which a variety of uses are intermingled in a compatible fashion.

9. The amendments to the General Plan will improve the quality and livability of the city by allowing development to take place that is visually sympathetic with the surrounding community and the urban character of Emeryville. The amendments maintain a consistent scale with surrounding land uses and maintain compatibility with the neighborhood.

10. The amendments to the General Plan will encourage land uses that improve and strengthen the City's tax base and provide significant economic benefits through payment of fees and other fiscal programs while respecting the natural, scenic and historic resources of the city.

11. The amendments to the General Plan will allow blighted conditions to be remedied by stimulating investment in the area, improving public safety, expediting remediation of existing contamination and changing underutilized land uses.

Section 3. General Plan Decision

1. Based on the entire record before this City Council, including the findings set forth in this resolution and in the CEQA Resolution, No. __, the City Council adopts the amendments to the City of Emeryville General Plan as set forth in Exhibit A, attached hereto.

2. In connection therewith, the Council incorporates the findings, mitigation measures and mitigation monitoring program and statement of overriding considerations set forth in the CEQA Resolution.

3. The City Manager or his designee is hereby directed to file a Notice of Determination with the County Clerk of Alameda County and the Office of Planning and Research pursuant to the provisions of Section 15094 of the State CEQA guidelines.

PASSED AND ADOPTED by the City Council of the City of Emeryville at a special meeting held on Monday, November 30, 1994, by the following vote:

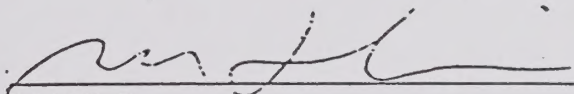
AYES: (4) Mayor Kassis, Vice Mayor Bukowski, Councilmembers Davis and Savage

NOES: (1) Councilmember Harper

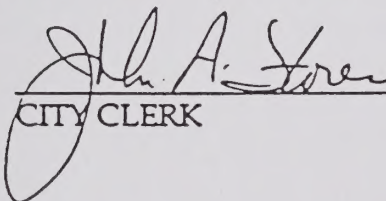
ABSENT: None

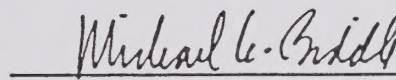
EXCUSED: None

ABSTAINED: None


MAYOR

ATTEST:


CITY CLERK


CITY ATTORNEY

General Ordinance No. 10, Chapter 10

Community Development - Housing

The applicant proposes the following change to Page 3, Policy A, relating to the definition of existing housing:

- "4. The City shall encourage the demolition of existing housing in poor condition unless such demolition is necessary or desirable for public health or safety purposes. If demolition is necessary, the City shall encourage owners to secure alternative housing for displaced persons and families of lower or moderate income, particularly in the immediate vicinity. The project proponent shall be required to preserve the housing in another location and construct new units for the purpose of constructing housing."

The applicant proposes the following change to Page 3, Policy A, relating to existing low-income housing:

- "2. The City shall encourage a balanced development of housing, areas, particularly in urban centers, that preserve the use of land for other public or quasi-public purposes."

Exhibit A

The applicant proposes the following change to Page 3, Policy A, relating to the use of land for other public or quasi-public purposes:

- "3. The City shall facilitate the conversion of industrial sites when appropriate for residential or other use and not needed for other public or quasi-public purposes. Such sites have been identified (see Appendix A) as potential land suitable for residential development. The City shall take a proactive position in ensuring that the potentially suitable sites are not used for industrial development or other uses that, when an existing industrial projects or is added to the site. Further, the City shall coordinate industrial and public facilities when appropriate in the conversion neighborhood."

Proposed General Plan Text Changes

Community Development - Housing

The applicant proposes the following change to Page 5, Policy 4, relating to the demolition of existing housing:

- "4. The City shall discourage the demolition of housing in sound condition *unless such demolition is necessary or desirable for public health or welfare purposes*¹. If demolition is necessary, the City shall investigate means to secure replacement housing for displaced persons and families of lower or moderate income, preferably in the immediate vicinity. The project proponent could be required to construct the housing, or could be [required to] contribute fees into a fund for the purpose of constructing housing."

The applicant proposes the following change to Page 6, Policy 2, relating to creating new housing opportunities in mixed use areas:

- "2. The City shall encourage residential development in mixed use areas, particularly on large industrial sites, *provided that they are not need for other public or quasi public purposes*."

The applicant proposes the following change to Page 6, Policy 3, relating to the use of under-used industrial areas:

- "3. The City shall facilitate the conversion of underused industrial area when appropriate for residential or live/work use *and not needed for other public or quasi public purposes*. Several sites have been identified (see discussion on potential land suitable for residential development). The City shall take a pro-active position in assuring that the necessary discretionary actions are taken to accommodate residential development on these sites, whether as exclusively residential projects or as mixed use projects. Further, the City shall maximize conditional use permit densities when appropriate to the surrounding neighborhood."

¹ Words appearing in bold italics are proposed additions to the General Plan text.

Community Development - Land Use

The applicant proposes the following change to Page 22, Policy 9, relating to commercial development:

- "9. The Land Use Plan establishes the general locations of commercial activities. These consist of office and general commercial activities ranging from small businesses serving local neighborhoods to regional retail and administrative offices *including hospitals, medical office buildings and related support facilities*. While both commercial activities will be located throughout the city except in residential districts, and the bulk of offices will be found in mixed-use districts, areas are established where they are to be the predominant use. Residential use, in addition to the primary commercial use of property, is strongly encouraged in these areas.

Building intensity for commercial uses shall be controlled by standards established in the zoning regulations. Controls may consist of building height limitation, setback and on-site parking requirements, and any other means such as floor area ratios (FAR: the square footage of a building as a percentage of the square footage of the lot)."

Community Development - Community Design

The applicant proposes the following changes to Page 25, Policy 5 of the General Plan:

- "5. The existing brick buildings along *the south side of Park Avenue* should be retained and restored to preserve and enhance the historic value of the street. The existing continuous street facade *on that side of Park Avenue* should be preserved."

Alternate wording proposed by staff:

"The existing brick buildings along *the south side of Park Avenue between San Pablo and Hollis Street and along Both sides of Park Avenue from Hollis Street to the SP Railroad* should be retained and restored to preserve and enhance the historic value of the street. The existing continuous street facade *along these portions of Park Avenue* should be preserved."

Public Health and Safety - Health Care

The applicant proposes the following additional section to be added to page 34, Public Health and Safety Element:

HEALTH CARE

Objective

- A. *Provide adequate health care services for Emeryville residents*

Policies

1. *The City shall encourage the construction of new medical facilities designed to provide health care services to Emeryville and surrounding residents.*
2. *New medical facilities should be encouraged to provide health related services to Emeryville residents including health education, senior related services, emergency care and other such programs and services that benefit the public.*

Proposed Housing Element Text Changes

Housing and Neighborhood Characteristics - Potential Land Available for Housing

The applicant proposes the following changes to Page 22, first paragraph, relating to large underutilized sites:

"In addition to these smaller residentially zoned in-fill sites, there are currently ~~six~~ *five* larger underutilized sites in which residential development is contemplated. The location of these sites is illustrated in Figure 2. Some of these sites may require a zone and general plan amendment or a use permit to accommodate housing. In fact, ~~three~~ *two* of the six underutilized parcels are currently undergoing planning review and are anticipated to contribute about ~~850~~ *450* to ~~1,000~~ *600* new units of housing in the next five years. Included is ~~are~~ the 40-acre Catellus site located on the southern border of the City which is anticipated to include 400 to 600 market-rate apartments; ~~the 16-acre Del Monte site in the South of Powell area which is projected to include about 400 condominium units;~~ and the 50-unit low-income senior project sponsored by the Redevelopment Agency, and developed by a non-profit housing developer for a parcel on San Pablo Avenue at 43rd Street. A second phase, adding an additional 25 units of market rate senior housing, is contemplated. ~~Developers studies for the Del Monte site have been submitted to Planning with approval anticipated to occur within the next year.~~ The Catellus site is under review by the City. A ~~fourth~~ *third* site, located directly east of the Emery Bay Club and Apartments is anticipated to be developed as Emery Bay Club and Apartments II with up to 270 units."

The applicant proposes the following changes to Page 25, Table 10, relating to infill sites:

TABLE 10
IN FILL LOTS IN CITY OF EMERYVILLE

All of the lots listed below are zoned R-M (Medium Density Residential), do not require zoning changes for residential development and have available public services and facilities.

NUMBER ON MAP (Figure 1)	SIZE	DENSITY ALLOWABLE	
		(permitted)	with conditional use permit
1	6420 sf	3 units	7 units
2	8543 sf	8 units	9 units
3	3745 sf	2 units	4 units
4	7000 sf	3 units	7 units
5	3566 sf	2 units	4 units
6	2146 sf	1 unit	2 units
7	3384 sf	2 units	4 units
8	4597 sf	2 units	4 units
9	2000 sf	1 unit	2 units
10	7500 sf	3 units	8 units
11	4540 sf	2 units	4 units
12	8123 sf	4 units	8 units
13	4300 sf	2 units	4 units
14	4000 sf	2 units	4 units
15	1795 sf	1 unit	2 units
Total Potential Units		38 35 units	73 65 units

The applicant proposes the following change to Page 26, Table 11, relating to underutilized parcels: See following page.

TABLE 11: Underutilized Parcels

SITES

	CATELIUS	DEL MONTE	EMERYVILLE	ALBANY	ALBANY	CHRISTIE
SIZE, Sq. Ft. Total Parcel	1,741,460 (480,000 housing)	522,720	75,000	196,850	91,476	300,334 (6 Parcels)
EXISTING ZONING	I.I	RM/NC	OC	RM	MU	MU
PROPOSED ZONING	Change to R.II	Change to MU	Obtain CUP	Change to R.II	Allow higher density (Gen. Plan amend.)	No change needed
DENSITY (with existing zone) (DU/Acre)	11/acre	20 45 w/CUP	20 45 w/CUP	20 45 w/CUP	45 60 w/CUP	15 30 w/CUP
(with zone change)	45 60 w/CUP	20 45 w/CUP	NONE NEEDED	45 108 w/CUP	45 108 w/CUP	NONE NEEDED
1 UNITS ALLOWED (with existing zone)	110/acre	240 540 w/CUP	34 77 w/CUP	90 203 w/CUP	95 126 w/CUP	457 610 w/CUP
with zone change	503 671 w/CUP	240 540 w/CUP	NONE NEEDED	203 486 w/CUP	95 227 w/CUP	NONE NEEDED
PUBLIC SERVICES	Yes	Yes	Yes	Yes	Yes	Yes
TIME FRAME	Under Evaluation	Under Evaluation	Completion Date, 1992	Projected start date March 1992	Under Evaluation	N/A
1 UNITS ANTICIPATED (AFFORDABLE)	400-600 (20% low/mod)	400 (20% low/mod)	75 (50 very low, 25 market rate)	270 (55, very low, 55 lower, 160 moderate)	300 (20% low/mod)	200 (3 parcels) (20% low/mod)
PROJECT STATUS	Pre-Application in	Preliminary plans under review	Completion mid-1992	Application in to Planning Commission	Application in to Planning Commission EIR underway	No formal proposal submitted to date

Other Housing Issues - ABAG Regional Housing Needs Determinations

The applicant proposes the following changes to Page 39, Paragraph 2 and tables, relating to affordable units:

"It is anticipated that within a five year period, the City can produce approximately 548 468 affordable units, exceeding the 505 affordable units required by ABAG. These units, as well as planned market rate units, would break down as follows:

	ABAG Requirement	City Plans
Very Low Income	199	139 = 50 Emery Villa 5 Vacant Housing 54 Emery Bay II 30 Rental Rehabs
Lower Income	138	119 = 15 Vacant Housing 54 Emery Bay II 50 First Time Home
Moderate Income	168	290 210 = 50 First Time Home 80 Del Monte (20% of Total) 100 Catellus (20% of Total) 60 St. Albans (20% of Total)
SUBTOTAL	505	548 468
Above Moderate Income	260	960 640 = 320 for Del Monte 400 for Catellus 240 for St. Albans
TOTAL	765	1508 1108

By income category, the number of housing units that can be constructed, rehabilitated and conserved over a five-year period is as follows:

Quantified Objective	New Construction	Rehabilitation	Conservation
Very Low Income	109	30	125
Low Income	69	20	125
Moderate Income	240 160	0	0
Above Moderate	1122 802	0	0

Housing Objectives, Policies and Programs

The applicant proposes the following change to Page 53, Policy 4, relating to Housing Maintenance and Preservation:

- "4. The City shall discourage the demolition of housing in sound condition *unless such demolition is necessary or desirable for public health or welfare purposes*². If demolition is necessary, the City shall investigate means to secure replacement housing for displaced persons and families of lower- or moderate-income, preferably in the immediate vicinity. The project proponent could be required to construct the housing or could contribute fees to a fund for the purpose of constructing housing.

The applicant proposes the following change to Page 55, Policy 2, relating to Housing Opportunities:

- "2. The City shall encourage residential development in mixed-use areas, particularly on large industrial sites, *provided they are not needed for other public or quasi public purposes.*"

The applicant proposes the following change to Page 55, Policy 3, relating to Housing Opportunities:

- "3. The City shall facilitate the conversion of ~~underutilized or vacant~~ *underused* industrial areas when appropriate for residential or live/work use *and not needed for other public or quasi public purposes*. Several sites have been identified (see discussion on potential land suitable for residential development). The City shall take a pro-active position in assuring that the necessary discretionary actions are taken to accommodate residential development on these sites, whether as exclusively residential projects or as mixed use projects. Further, the City shall maximize conditional use permit densities when appropriate to the surrounding neighborhood."

² Words appearing in bold italics are proposed additions to the General Plan text. Words appearing with strikeouts are proposed deletions to the text.

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